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ABSTRACT

Intended for use with personnel in business, industry, and human service agencies, the training module is part of a kit designed to demonstrate how individuals with disabilities and older persons can be assimilated successfully into the labor force. This module explains partnerships between businesses and human service agencies. It emphasizes the development of working relationships between the public and private sectors. An introduction explains how to use the module, providing information on desired competency of participants in the training sessions, reader information for different target audiences, materials, and preparation for instruction. Chapters have the following titles: "Establishing a Partnership" (the traditional readiness model versus the alternative supported employment model); "Marketing the Qualified Applicant" (addressed to human service workers); "Finding, Hiring, and Keeping Qualified Workers with Special Needs" (addressed to employers); "Innovations that Work--A Guide to Successful Public-Private Partnerships" (e.g., human factors, a suggested planning process, possible program models, comparison of models, and the winning partnership between public service agencies and industry); "Planning for Results" (a problem-solving approach). About 85 references. (DB)

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Module II

Building Effective Partnerships: A Win-Win Approach

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BUILDING EFFECTIVE PARTNERSHIPS: A WIN-WIN APPROACH

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Successful Job Matching and Job Placement Systems for the Developmentally Disabled and the Older Worker

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Thanks are also expressed to Connie Sutherland who reviewed and edited the scripts for the audio-cassette tapes. We also thank Russell Smith, Director of the Center for Applied Urban Research for his encouragement and support of this project.

Lois Rood
Floyd Waterman

DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of
Human Development Services

Assistant Secretary
Washington DC 20201

While serving as Commissioner of the Administration on Developmental Disabilities, I had the opportunity to develop an Employment Initiative Campaign for employment of workers with disabilities. I am pleased to say that our campaign goals have not only been achieved, but exceeded. This success is due to the dedicated efforts of Governors' Planning Councils, various government committees and commissions, and, most importantly, employers who share our vision of economic self-sufficiency for all Americans with special needs. We have come a long way; more persons with disabilities are working but we still have far to go.

In the next century, the public and private sectors must work together toward a better transition for people with developmental disabilities from special education programs into the world of adult challenges and opportunities. Work provides not only financial benefits, but therapy; it contributes to self-identification and self-worth and is an economic necessity for most of us. The Employment Initiative offers great challenges and opportunities for developing and implementing creative approaches to this transition.

Researchers at the Center for Applied Urban Research, University of Nebraska at Omaha, found that many myths and stereotypes exist. They found that labels such as "disabled" and "older worker" sometimes create barriers to employment for these workers who have job skills but who also have special needs. Their investigation into the employment programs serving both individuals with disabilities, and older persons, revealed the need for closer cooperation between the public and private sectors. While some employers fear that accommodations will be elaborate or expensive, they are often very simple and inexpensive. Frequently, the employee can identify the best solution to the problem.

A vast and valuable pool of individuals with special needs are available and qualified for work. Although training materials exist to explain how employers can meet legal requirements, few provide specific information about developing partnerships between employers and human service agencies to tap the resources of workers with special needs. These materials will be useful to employers and will foster a job match that creates good business.

Jean K. Elder

Jean K. Elder, Ph.D.
Assistant Secretary
for Human Development Services

MODULE II

BUILDING EFFECTIVE PARTNERSHIPS: A WIN-WIN APPROACH

How To Use This Module

The purposes of this training kit are outlined in *Introductory Guide: How to Use This Kit*. This module explains partnerships between businesses and human service agencies. It emphasizes the development of working relationships between the public and private sectors. Thus, the design specifies preparation for using the materials and expected outcomes.

Competency or Expected Outcome

After examining this module readers should be able to identify: (1) the advantages of developing public-private partnerships; (2) the steps necessary to establish such partnerships; and (3) employment innovations that work.

Target Audience

This instructional material is written for personnel in decisionmaking positions in businesses, industries, and human service agencies who are concerned with finding jobs for older workers and persons with disabilities. The target audience may also include training personnel in companies and agencies.

Reader Information

Module II consists of five chapters. A portion of the material is intended for executives in businesses and industries and a portion is intended for executives in human service agencies. Tabs along the right-hand margins of some pages designate the intended audience. It is suggested that the material be read in the following sequence.

Executives from Businesses and Industries

Chapter 1	Establishing a Partnership
Chapter 3	Finding, Hiring, and Keeping Qualified Workers with Special Needs
Chapter 4	Innovations That Work: A Guide to Successful Public-Private Partnerships
Chapter 5	Planning for Results

Executives from Human Service Agencies

Chapter 1	Establishing a Partnership
Chapter 2	Marketing the Qualified Applicant
Chapter 4	Innovations That Work: A Guide to Successful Public-Private Partnerships
Chapter 5	Planning for Results

By following this sequence, both audiences will save time in preparing for instruction and in implementing plans.

Using the Materials in the Kit

To maximize the usefulness of Module II, executives will want to review the other instructional modules in this kit. A brief review of the resource directory would also be helpful.

Preparation for Instruction

After carefully reading the chapters in the sequence suggested above, executives can also prepare by viewing the videotape "Job Match: Together for Good Business," and by listening to Tape 1, Side B, "Building Effective Partnerships: A Win-Win Approach."

The next step is to review the materials with key staff members and to develop an action plan. This includes designating instructors, specifying location of classes, and inviting participants. These key staff members should also review all materials in the training kit before instruction begins.

Meeting rooms should be large enough to accommodate the total group and have ample room for small discussion groups to meet. The idea is to involve the small groups in action planning so that more staff members "buy into" the instructional program and help ensure its success.

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Chapter 1

Establishing a Partnership

Lois Rood and Karen Faison

The roles of persons with disabilities and older workers are rapidly expanding in today's work force. This expansion of responsibility is due to increased cooperation between public agencies and businesses. Public agencies provide training and search for jobs for persons with special needs. Businesses want to augment their employee force with dependable competent people. Thus, a partnership that meets the needs of industries and human service agencies is formed.

Employment Opportunities Through Cooperation

Nationwide, persons with special needs benefit from opportunities to participate in day-to-day community activities. Finding appropriate jobs for individuals with special needs is a vital part of their community involvement. Cooperative efforts between businesses and public agencies have had positive outcomes and include a variety of new models, special accommodations and adaptations for persons with special needs, and policies and practices which allow continued employment of older workers. The creative efforts of the public and private sectors have produced a multitude of job possibilities for persons with disabilities and older workers. Workers with special needs are a viable part of the work force--reliable, able, and loyal.

Industry Involved in the Planning

Public-private partnerships are developed by executives from both sectors. Each sector's needs must be determined, then a discussion specifying how each can help the other must take place. Successful programs depend on a cooperative approach--businesses and agencies plan together.

Benefits of Integrating the Work Force

When persons with special needs enter the work force:

- Employees benefit from providing valued services and receiving salaries,

- Employers benefit by hiring the most qualified candidates, and

- Society benefits because these individuals become part of the mainstream and taxpaying citizens.

The Traditional Approach--The Readiness Model

Historically, persons with disabilities were prepared for employment through a process now referred to as the **Readiness Model**. The Readiness Model prepared people for jobs in segregated workshops in the hopes that they would acquire the skills necessary to apply for, obtain, and produce on jobs with nondisabled workers without any special supports or accommodations. The Readiness Model did not result in jobs for most workers with disabilities.

An Alternative Approach--Supported Employment Model

People with severe physical, emotional, or cognitive limitations may require special ongoing support. These supports may mean environmental accommodations, support during initial training, or the redesign of tasks. When these supports are provided, persons with special needs perform equal to able-bodied workers. This alternative to the Readiness Model is called the **Supported Employment Model**, and the principles may apply to some persons who experience similar limitations due to aging. (See table 1 for a comparison of the two approaches.)

This module will help the public and private sectors create long-term relationships to meet special needs in employment settings. Chapter 2 provides guidelines to help employing agencies identify qualified applicants. Chapter 3 informs industries of ways to locate these workers. Chapter 4 explains innovations that enhance the development of public-private relationships, including services that employers can offer to agencies and vice versa. Chapter 5 suggests effective planning methods for the public and private sectors.

Table 1

A Comparison of the Traditional and the Alternative Approaches

Component	Traditional-Readiness Model	Alternative-Supported Employment Model
Individuals served	Mildly impaired.	Severely limited in physical, cognitive, or emotional ability.
Eligibility	Exclusionary.	Not exclusionary.
Goal	Arbitrary concept of employability.	A specific job goal for a particular business or industry.
Basic concept	A continuum, steps, or levels of achievement.	An array, multiple options, with supports designed for each individual and employer.
Location of training	Segregated workshops.	Actual work settings.
Type of work	Simulated work samples or labor intensive subcontracts.	Actual tasks performed using job-specific skills.
Assessment process	Focus on labels. Assess the client, identify deficits.	Focus on functional abilities limitations. Focus on functional requirements of job. Assess the individual and the job using a functional approach.
Planning	Plan to correct deficits. No written plan for job placement, no specific employment goals.	Plan provides supports in job setting to compensate for functional limitations.
Production goal	Competitive.	May never produce at industrial rate.
Support services	Only while in the workshop and during the first few months of employment.	Ongoing, continuous, and as needed. Staff is phased in and out as support is deemed necessary.

Note: This chapter is written for Human Service personnel.

Chapter 2

Marketing the Qualified Applicant

Katie Banzhaf
and
Joy Eason Upchurch

Shift from the Readiness Model to the Supported Employment Model

Recently, the method of service delivery has shifted from the Readiness Model to the Supported Employment Model. Consequently, service agencies have altered their marketing approaches.

The marketing representative can no longer rely solely on the qualified applicant sales strategy. Marketing representatives must be creative and flexible to effectively promote the agency to clients. Hence, the marketing representative is responsible for initiating new and mutually productive partnerships between applicants and employers.

Developing Partnerships

The traditional Readiness Model is based on the assumption that an applicant will be trained to a standard level of performance and eventually transfer those skills to another setting.

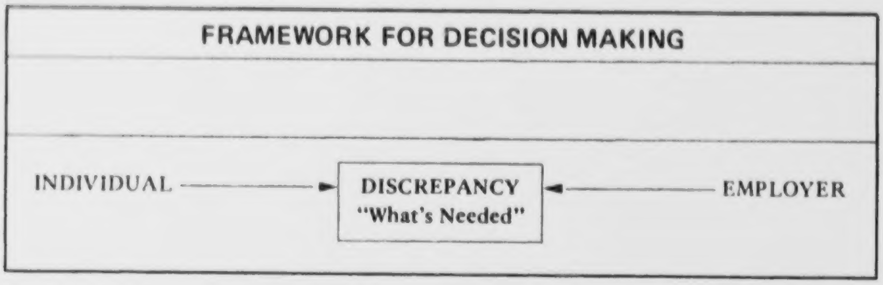
Readiness Approach Invalid

Although readiness is a long and time-honored concept of vocational preparation, it is not valid. The approach needs to be tailored to each individual's needs. It is not always easy to transfer skills from segregated vocational training programs to competitive employment (Whitehead, 1979). Furthermore, studies by Sowers (1981) and Wehman (1981) show that many persons who are supposedly not ready for competitive employment actually do quite well through supported employment (Nesbit and Callahan, 1986).

Design Strategies

Historically, individuals with special needs, particularly severe physical, mental, and emotional impairments, have been denied access to real work environments. Sometimes a discrepancy exists between the resources available to an employer and the individual's ability to meet the employer's needs at a specified time. The traditional service strategy (Readiness Model) concludes that the only way to resolve the discrepancy is to provide the employer with a qualified applicant. On the other hand, the Supported Employment Model designs service strategies that resolve the discrepancy. From this approach a new framework for decisionmaking emerges (figure 1).

Figure 1



The resulting strategies support the individual and provide jobs, thus alleviating the traditional preparatory phase. These strategies depend on the creativity, flexibility, and persistence of the marketing representatives and the service agencies.

In summary, the new framework for decisionmaking recognizes that:

- An employee's needs and abilities have been identified,
- An individual has skills to offer employers now,

Discrepancy Resolved Through Creativity

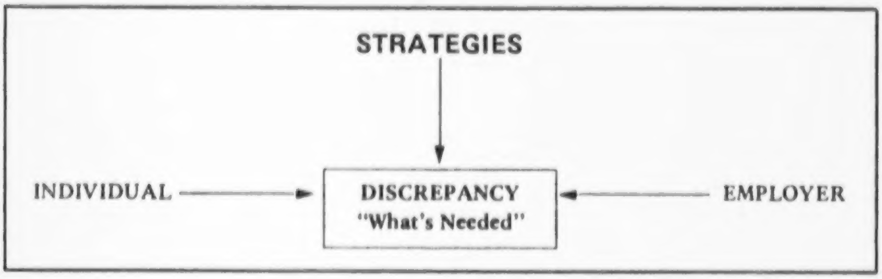
- Often, a discrepancy exists between the needs of the individual and the employer's ability to meet those needs,
- The discrepancy is unique to the employer and the individual, and
- Resolving the discrepancy depends on the creativity of the marketing representative.

To use this framework as a decisionmaking tool in marketing human resources, two critical questions must be asked:

- What specific resources can the employer provide the employee?
- What resources or supports does the individual or group require to be employed successfully?

The use of this framework by service agencies has resulted in a myriad of service strategies, as illustrated in figure 2.

Figure 2



Marketing Partnerships

Marketing is an interactive process involving the development and promotion of a desired outcome or product. The individual responsible for marketing human resources hopes to achieve a partnership that results in employment opportunities. The interactive process can be divided into three major areas for marketing: planning, prospecting, and performing.

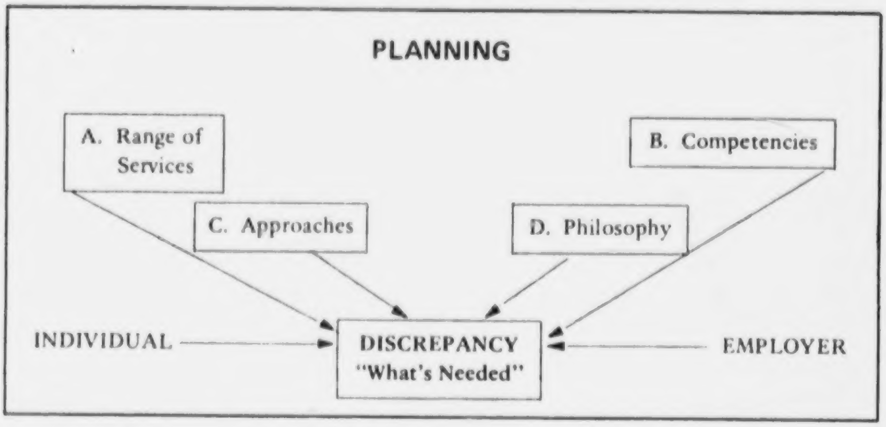
Planning

Through consensus planning, the marketing representative and the agency administrators establish the operational parameters of the service. Decisions can then be made within these established parameters. The philosophical and program orientations must be understood by the marketing representative.

Establish Parameters

To establish these parameters, planning must focus on the range of services to be offered to the employer and the employee; the agency's competencies and commitments; the approaches to be followed; and the philosophy of representation (figure 3).

Figure 3



Range of Services to be Offered

Offer a Range of Services

The marketing representative must have a clear understanding of the employer, the employee, and the discrepancy. The discrepancy can then be resolved. This decision stems from the marketing representative's creativity and the resources available within the operational parameters. Resources are defined as the services provided by the employer, the community, or the agency. For example, if an individual needs transportation to and from the job, arrangements may include car pooling with a coworker (employer resource), taking a city bus or taxi (community resource), using of the city bus with mobility training provided by the service agency (community and agency resource), or having the agency provide transportation (agency resource).

Planning Critical to Determine Range of Services

During the planning process, the agency must determine the services it can provide to employers and potential employees (see table 1). These services must be well-designed and available when needed.

Table 1

Range of Services Offered by Agencies

To Employer	To Employee
On-the-job training with reimbursement to the employer	Representation in locating and securing quality jobs
Analysis of the jobs to be performed	Intensive individual training
Assistance in the selection of employees	Counseling and training related to employment, interview, and recreational issues
Advice on barrier removal, job modification, and other forms of reasonable accommodation	Coordination of transportation; re-training
Technical assistance on affirmative action issues	Coordination of benefits provided by company or government
Assistance in acquiring tax incentive reimbursements and other subsidies	Career development
Supervision and training	Job accommodation
Coworker awareness training	Personal care assistance
Follow-along assistance	Support activities outside of work

Agency Competencies and Commitments

According to Galloway (1982), two ways an employment service can fail are an inability to deliver the services agreed upon and the untimely delivery of services. If services are unsatisfactory, the marketing representative's credibility may be damaged severely.

Questions to Consider in Planning

To avoid this possibility, the following questions should be asked during the planning process:

- Are the training techniques adequate? Will employees reach the negotiated production and quality standards of their jobs?
- Has a pool of potential applicants been identified
- Does the agency have the staff to provide the services promised?
- Can the agency deliver the services in a reasonable period of time?
- Has the operational framework been defined clearly?

Determining the Approaches

Identify Specific Job/ Individual

Two approaches can be used by the marketing representative when developing jobs. The first is to secure a job and advertise its availability. The employer is responsible for selecting the job candidate after a formal job interview. Using this approach, applicants experience a typical sequence of events in the job search.

The second approach is to develop a job to suit the applicant's preference. This is especially effective if the applicant has clear job goals.

The marketing representative's approach should be gauged by the needs of the individuals being represented. Both approaches may be used simultaneously. For example, if an applicant wants to work as a hospital transport clerk, the job developer may secure jobs in the hospital and post an announcement for a pool of applicants.

Philosophy of Representation

Workers with Special Needs Enhanced by Representation

Individuals labeled disabled or older are a valuable resource for businesses. The traditional plea to hire workers with special needs focuses on differences and implies that employers must settle for less productive employees. The decisionmaking framework is based on the assumption that every individual is a potential member of the business community. It is the responsibility of the service provider to make this assumption a reality. The dignity of integrated employment should be emphasized by marketing representatives. During the planning process, the service agency should adopt a unified philosophy reflecting ideals for the individuals represented. This philosophy should be consistent in all media presentations, correspondence, and actions. Positive representation of the individuals served will be the key to resolving the discrepancy between the individual and the employer.

Prospecting

Prospecting Requires Time

Prospecting provides an overview of the employment situation. Employers are identified, information about the business is compiled and organized, and employers are contacted. Prospecting requires time, however, the information acquired increases the chances of developing a working relationship.

The most important goals of prospecting are to identify companies that:

- Are hiring or will be hiring soon;
- Meet the agency's criteria for size, type of jobs, and location;
- Have short-term and long-term growth potential;
- Offer employees career growth and employment opportunities; and

- Have processes that require labor in the foreseeable future.

The objectives of prospecting are to: (1) target a prospective employer; (2) develop a system for compiling and organizing information; (3) research the target employers and obtain information necessary for successful negotiations; (4) obtain and use referrals for future appointments, and (5) develop a business attitude and vocabulary (Callahan, et al., in press).

Targeting

Targeting Identifies Employers

Targeting identifies the employers to be approached. However, several questions must be asked before considering any employer. Who are the individuals being represented? What are their goals? What services can the employer offer? Will time considerations restrict the search? From these considerations, the types of businesses to be targeted (for example, manufacturers, retailers, service industries, and government agencies) can be decided. Employer directories, business-to-business yellow pages, manufacturing guides, and chambers of commerce can be excellent sources for leads.

Compiling and Organizing Information

A File of Contacts

An efficient, well-organized system of filing, storing, and retrieving information is necessary. If the marketing representative has many prospects, the information should be updated as necessary. An excellent system of documentation combines a card file with a chronological listing of contacts. Information about a business can be kept on 5" x 7" cards and filed alphabetically or chronologically. This filing system provides a visual overview for quick reference.

Developing a Working List

After targeting the businesses and devising a filing system, a working list of prospects should be compiled. Business directories, business-to-business yellow pages, trade journals, corporate indexes, chamber of commerce membership lists, and United Way directories are good reference sources. Most states publish a detailed handbook of manufacturers, retailers, and service providers. These directories provide information about businesses, such as addresses and telephone numbers, names of corporate officers, number of employees, and the primary service or product offered. This directory is essential for developing the initial prospect list.

Getting Referrals

Always Seek Referrals

While developing the prospect list, the marketing representative can develop referrals. Everyone the marketing representative encounters can provide leads or referrals. It is a good practice to ask for a referral before leaving an appointment. When employers have been identified, additional information should be collected. Information about an employer can be considered complete when the marketing representative can answer the following questions:

Get Background Information on the Company

- Could a relationship with this employer result in jobs for the people being represented?
- If the answer is "yes," will a partnership with the employer require a sophisticated and persistent sales approach?

These questions are basic. If employers are good prospects and are not anxious to form partnerships, then additional background information may be needed. Three good reasons for engaging in more research on the employers are as follows:

- To forecast the quantity and quality of available jobs;
- To better predict which of the available support services is most attractive to the employer; and
- To acquire inside information to establish credibility with key personnel (Galloway, 1982). Although research on employers can be overdone, it is essential for effective, efficient prospecting.

Necessary information includes:

Understand the Business

- What does the company do (product line or service)?
- Who are the key personnel and decisionmakers and what are their attitudes about hiring persons who are older or disabled?
- How big is the business--how many employees?
- What is the profile of the current work force?
- Are there seasonal trends? Do they affect employment?
- What are the hiring practices (job services, employment agencies, or personnel department)?
- What types of jobs are they interested in filling?
- Is it a union shop?

This information can be obtained from the same sources used to develop the prospect list. The company's public relations department may provide additional information, and newspaper and magazine articles are useful for researching larger companies.

Developing a Business Attitude

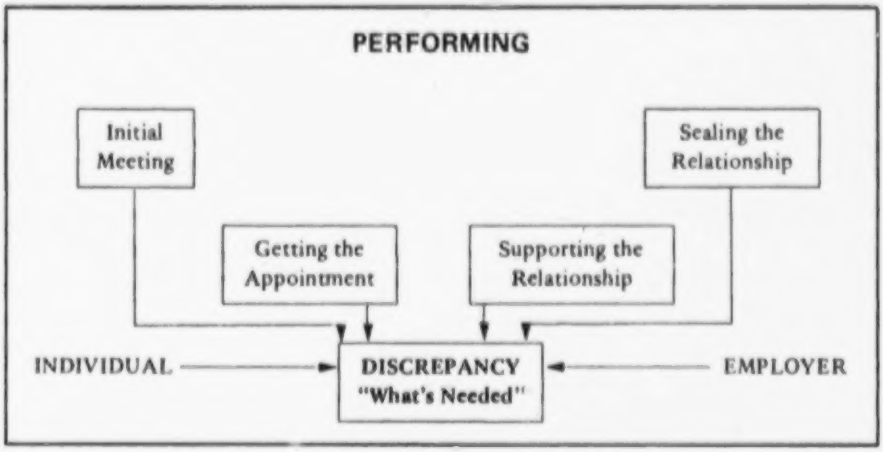
Know Language of Business

It is very important to develop an approach that will be understood and accepted by businesses. Many business decisions are based on intuition as well as facts and information. An awareness of the differences between the jargon of human service agencies and businesses is essential. Jargon can hamper communication. Some of the terms used to describe persons with disabilities are unintentionally degrading. Language alone can imply that people are incapable of functioning without the support of human service agencies.

Performing

All of the planning and prospecting up to this point has been to prepare for the initial meeting with the employer. At this point, the effective job developer must enter the business executive's habitat. This step should not be taken lightly. Initial impressions ultimately affect the outcome of the sales representation. The most important goals of this phase are to get an appointment, conduct a meeting, seal the relationship, and establish a means of supporting the relationship (figure 4).

Figure 4



Getting the Appointment. The objectives at this stage are as follows:

- To develop a **strategy** for contacting companies;
- To develop **letters and brochures**, means of introducing and representing the philosophy of the program; and
- To get appointments by **telephoning** employers.

Strategy. When planning a strategy for contacting companies, several factors should be considered:

- Scheduling appointments with company representatives are top priority. However, only one appointment may result from every five calls. It takes time.

- Do not schedule more appointments than can be handled comfortably.

- Plan time to prepare for the initial meeting with a company representative.

- Always call on company representatives if there is a referral.

Use of Letters. Although jobs can be procured over the telephone, there is no substitute for personal interviews. Personal interviews provide the opportunity for one-on-one discussion needed to develop a business relationship.

Letters of introduction can pave the way to an appointment. The letter should include a personal introduction, a brief description of the business at hand, and an announcement that a representative will be calling soon to make an appointment. Name any referral sources and, avoid confusing terms and jargon. The letter should reflect the philosophy of the agency, but do not try to sell the program.

Anticipate Objections and Remain Calm

Introductory Telephone Call. The introductory telephone call should secure an appointment. Use the following tips when making introductory calls:

- Ask for a few minutes of the person's time.

- A script of main points should be prepared but should not be read word for word.

- Avoid asking questions that result in negative answers. Be positive and calm. Practice.

- Suggest two times for the appointment ("How about Tuesday at 9:00, or would Friday at 2:00 be better?").

- Anticipate objections and be prepared with responses. Remember, an objection often means that more persuasion is required. Be patient and calm in response to objections.

Image is Important

- Find out the secretary's name so it can be used the next time a telephone contact is made.
- If the telephone call ends before an appointment is made, do not give up. Write a thank you letter and enclose pertinent literature.

Potential employers will form a mental picture of who you are and what you do. This image is based on the letter of introduction, the telephone call, and the information they receive. This image will determine the nature of future contacts with the employer.

Do Not Overload the First Meeting

The Initial Meeting. The prospecting, research, and telephone call should result in a personal meeting with a company representative. During the initial meeting the marketing representative has the first real opportunity to explain the attributes of the service agency. However, over zealousness could leave the job developer frustrated and the employer confused.

The following is a suggested set of objectives for the initial meeting:

- Establish a working relationship. Find out something about each other.
- Offer more details about the service agency.
- Identify key decisionmakers.
- Gather information.
- Establish a plan for supporting the relationship.
- Obtain referrals, if possible.

- Determine the company's interest. A yes/no decision should not be pressed at this time.

Other important items the marketing representative should remember include:

- A brief personal conversation can help set the tone for the meeting.

Establish Relationship Based on Trust

- Limit the meeting to the agreed upon amount of time.
- Presentation materials should be prepared, organized, and practiced.
- Dress in the manner expected by the company.
- Be consistent in representing the philosophy of the agency and the people being represented.
- Use a common language.
- Be enthusiastic and confident.
- Remember that recognizing and dealing with various types of negotiations will become easier with experience and practice.

Adhering to these objectives helps establish a relationship based on trust. This relationship will ultimately work toward both the employer's and the applicant's advantage (Callahan, et al., in press).

Dress and Attitude. Dressing appropriately symbolically establishes a common ground between the marketing and business representatives. In general, follow the clothing style of the person with whom the meeting is being held. Meetings with managers require acceptable office attire. If the agency representative is visiting informal work sites, dress should still be professional. Wearing work clothes or jeans on initial visits should always be avoided.

Materials. Presentation materials are a way to express a business attitude. Materials offer valuable information. Typical presentation materials for the initial meeting include: business cards, brochures, letters of referral, information packets, and a sample job analysis. The material should look professional and convey the same employment philosophy as the letter of introduction, the telephone contacts, and the presentation.

Negotiating

In *Employers As Partners* (1982), Galloway describes the negotiation process originally developed by Michael Schatzki in *Negotiation: The Art of Getting What You Want* (1981). According to Schatzki, the key to success is the ability to predict upcoming negotiations. This is especially important to marketing representatives. Schatzki conceptualized the employer's alternatives when negotiating in the following ways:

- Oh-Boy Negotiation
- Show-Me Negotiation
- Oh-No Negotiation

Oh-Boy negotiations are those in which both sides expect to win at the onset of the negotiations (Galloway, 1982). The early stages of job development usually belong in this category. For example, an employer faced with affirmative action criteria, might be delighted to be approached by an individual representing persons with special needs.

Representative Responsible for Uncovering Employee Needs

When one party has a need and the other party is indifferent, a Show-Me negotiation exists. The person with the need tries to create a corresponding need for the other person or service (Galloway, 1982). The marketing representative must uncover the employer's unrecognized need to hire people with special needs. Effective marketing can transform a Show-Me negotiation into an Oh-Boy type.

Oh-No negotiations are described by Schatzki as follows:

> Your opponent's attitude is that he has nothing to gain--and a lot to lose--by negotiating with you. Consequently, he'll try to avoid you at all costs.... You have to force the issue in an Oh-No Negotiation because if your opponent has his way, there will be no negotiation at all.

Success Is the Best Demonstration

A by-product of effective targeting is fewer Oh-No confrontations. There are certainly employers in every area who will never want to discuss employment for people with special needs. An exemplary performance for interested employers, rather than confrontive negotiation or "re-education" of errant businesspersons is the best approach. The success of workers with special needs in other businesses speaks well for them and gives the marketing representative a powerful tool.

Occasionally, the marketing representative will encounter examples of the Oh-Boy position. However, even the most enthusiastic employer needs detailed information about the program and its impact on business. Usually employers exhibit the Show-Me attitude during the marketing representative's presentations. Thorough preparation is needed before meeting with any employer.

Careful attention to these principles of negotiation generally leads to successful conclusions. Through experience, job developers become adept at selecting the appropriate negotiation strategies. The job developer should savor victory, but change strategies if unsuccessful.

Sorting Selling Points

"The best negotiators prepare a clear, flexible sales platform in advance" (Galloway, 1982). This includes interpreting the latest marketing data and dividing it into three categories.

Prepare Clear Sales Platform

- **Inherent Selling Points**--positive characteristics inherent in the product.
- **Sweeteners**--offer services which might enhance the attractiveness of the product.
- **Hole Cards**--additional selling points that could be used but are costly, last resort sweeteners. They may cause negative perceptions of the inherent quality of the product.

The services identified during the planning phase can now be placed into the above categories as the marketing representative begins building the sales platform. The list may look something like this:

Inherent Selling Points

- Applicants are given enough engineering and instructional support to allow them to contribute to the business.
- There are no reported increases in employers' compensation costs (Wolfe, 1974).
- An employee with a special need fulfills affirmative action obligations.

Sweeteners

- The agency represents a large pool of applicants.
- Post-employment training and follow-up counseling are offered at no cost to the employer.
- Advice on cost-effective barrier removal, job modifications, and other forms of reasonable accommodation is available.
- Explanations of tax credits, wage subsidies, and capital equipment deductions are provided.

- Consultation regarding affirmative action and nondiscrimination policies and practices will be offered.

Hole Cards

- Direct supervision can be offered on a long-term basis.

- The agency guarantees coverage on days the employee is absent.

Develop Your Agency List

The list developed by a marketing representative will depend on the specific resources the agency can offer. Make a list, keeping each of these questions in mind:

- Which services would the agency provide the employer to maintain a relationship?

- Which items are considered extraordinary and increase costs to the agency in time, effort, or dollars?

- Which items could compromise the credibility of the agency's list of inherent selling points?

Filter Selling Points Through Questions

If all the selling points are considered in terms of these questions, the marketing representative will get a sense of which points to eliminate during initial marketing efforts. Some interesting situations can arise. Some sweeteners and hole cards may reduce an individual's credibility. For example, if employment of persons with special needs is based solely on the advantages of tax credits, there is an implication that the individual has little personal merit. When this occurs, the individual's employment tenure may be contingent upon how long the tax credit is available. (At this time, federal tax credits are not available.)

Explore Selling Points

The successful marketing representative will continually explore the pros and cons of the agency's selling points. Methods to resolve the apparent discrepancy between employer and individual should also be examined.

Sealing the Relationship Through Follow-up

Follow-up Expected

Follow-up is an expected and necessary business practice. It begins with a follow-up letter thanking the employer for the initial meeting, summarizing informal agreements that were made at the meeting, and confirming the next meeting date. The marketing representative's success in securing an employment opportunity hinges on follow-up negotiations. If approval is obtained during the first meeting (an example of the Oh-Boy negotiation), several follow-up meetings will probably be necessary before a contract can be signed.

During the follow-up negotiations the marketing representative should:

- Get employment approval and set a date for the hiring, job analysis, and instructor training;
- Establish competency for both the agency and the individuals represented;
- Learn more about the company;
- Offer in-depth information about training procedures and flow of the program;
- Target specific jobs for clients;
- Reach an agreement regarding the employment of one or more individuals; and
- Establish and support a relationship between the agency, the company, and key decisionmakers.

Arrange a Tour of the Business

A tour should be arranged during the follow-up negotiations. A company tour should provide the following results:

- Obtain information about the employer and the quality of the employment setting;

- Observe various jobs; the successful marketing representative will observe work opportunities that could result in job creation;

- Observe employees working; look for indicators of speed, down time, scrap rate, functions other than work, and overall quality indicators;

- Develop a feel for the company and the atmosphere; observe employee interactions.

Keep Your Group Small

It is very important to limit the number of individuals who take a company tour. Generally, a tour is limited to the marketing representative and an agency trainer (job coach). When the agency employment program has one person responsible for marketing and job development and another responsible for job analysis and training, the tour is an excellent forum for the marketing representative to introduce the job coach.

Job Selection--Quality Considerations

Before the job selection is finalized, the marketing representative must consider issues of quality. The ways in which people with special needs and other people become employed are considerably different. The range of job choices is limited for an individual with special needs compared with those available to younger or able-bodied individuals. Most people prepare for a job, accept a job, and change jobs. Many have a series of jobs throughout their lifetimes.

But, most people with special needs are represented by employment services, and are dependent on that system to find jobs. Because opportunities are limited, the marketing representative and job developer must be extremely careful in selecting jobs for these individuals.

A checklist of criteria that represents a quality job can be developed as part of the planning process. The objectives of establishing and using quality consideration criteria include the following:

Quality Consideration Criteria

- Ensure that each person's working conditions are safe, fair, and dignified;
- Identify problem areas in advance and remedy problems through negotiation;
- Identify go/no go criteria and save valuable time (for example, the company has unsafe working conditions or substandard wages) (Callahan, 1982).

The following is a partial listing of quality consideration criteria developed by Callahan. But, the service agency may develop its own quality consideration criteria.

- Wages (go/no go consideration).
- Benefits (go/no go consideration).

Issues of Quality

- Safe working conditions (go/no go consideration).
- Employer's treatment of employees (go/no go consideration).
- Long-term employment (possible negotiable consideration).
- Raises/upward mobility (go/no go consideration).
- Stable work expectations--(negotiable consideration); if the employer and the employment agency are unable or unwilling to provide necessary support and re-training, this consideration may move to a go/no go status.
- Effective internal controls (somewhat negotiable); in assuring this criteria, one may look for the following:
  - -- Written production standards;
  - -- Written job descriptions;
  - -- Clear quality control procedures and expectations;
  - -- One supervisor gives information to the employee;
  - -- Effective channels of communication; and
  - -- Regular feedback to employers regarding performance.

- Employer agrees to the training expectations (negotiable consideration).

- Employer values special workers (go/no go consideration).

- Sufficient lead time for completing job analysis and training (go/no go consideration).

- Employment should result in a marketable skill for the employee.

- Available transportation.

A Letter of Agreement

With these considerations in mind, a final selection can be made. Again, this will probably occur during the follow-up negotiations.

Establish Informal Contact

Now, the tour is completed, the job is selected, and the roles are clarified. At this point, the marketing representative may use a letter of agreement or an informal contract to clarify the responsibilities of each party and minimize misunderstandings. This process may be viewed as artificial, cumbersome, and unnecessary for many companies and individuals. However, as the employment arrangement becomes less natural (for example, enclave model), a written agreement is strongly recommended.

Supporting the Relationship

Agency Supports Individual Hired

Ongoing support services are necessary to accomplish the resolution between the employer's needs and resources and the individual's needs and resources. This support is necessary for both parties. If an employer/employee partnership is to be maintained, the employment agency must often support this relationship.

The support services needed to maintain the relationship are influenced by the employment models used, the community used, the individuals served, and the degree of program innovation. Support services typically offered by the employment agency to the employer and new employee include:

- Training of the new employee--A range of training services may be offered to the employee (ultimately cutting the employer's cost of supervison. This may extend from minimal (1-day on-site orientation) to extensive (full-time on-site training until the individual performs all primary and ancillary duties).

- Training of the employer--If a company has a well-defined in-house training program, specialized skill trainers within the company can instruct the new employee. An effective training program can accommodate individuals with special needs, and is an excellent way to resolve the discrepancy outlined in the decisionmaking framework. This strategy is limited by the employer's training resources and the individual's training needs.

Agency Supports Training Program in the Company

- Training of coworkers--This training may focus solely on production issues or may extend to interpersonal issues. Coworker assistance and support may be as simple as the friendly recognition of a new employee or as sophisticated as structured in-service training (that is, what to do when a person has a seizure).

- Application of behavioral principles--A behavioral training program for new employees may enhance job performance and improve work habits.

- Supervision--Direct supervision provided by the employment agency may range from full-time supervision to intermittent supervision (that is, during rush hour, holidays, or periods of high volume).

- Employer subsidies--Subsidies may cover wages or offset lower productivity.

- Re-training of Employee--Employment agencies can offer to assist in re-training individuals as the job duties, production standards, or quality standards are modified.

- Business Advisory Council--A business rehabilitation advisory council connects employers working toward a common goal and provides support. The advisory council often serves as an employers' forum to express views and opinions about the employment service and may influence its direction.

Support for the employer after the employee has been hired is a function of the individual, the employer, and the employment agency.

Summary and Conclusions

The supported employment approach is designed as an alternative to traditional programs. It challenges the concept of segregating and excluding persons who are older or who have disabilities. It assumes that most individuals should have the opportunity to participate in meaningful employment.

The supported employment approach does not imply total inclusion or that all persons must work. It does imply that individuals should have the opportunity to work, even if their capacity is less than individuals without disabilities. This approach has major implications for the traditional job developer. No longer can those responsible for job placements limit themselves to the selling of the qualified applicant. Instead, a new framework for employment opportunities must be considered.

Supported employment relies on the marketing representative's ability to create a partnership between the employer and the employee. It also requires that the service agency provide the necessary support to maintain and develop the partnership. Within this framework, an individual's opportunities are a direct result of the marketing representative's creativity. The methods of marketing are not expected to change too dramatically. However, the product, the services, and the range of opportunities to be developed is having a major impact on the role of the job developer/marketing representative.

Supported employment requires that the marketing representative have an understanding of the individual's special needs and abilities. Likewise, the marketing representative must learn what the employer can offer. The marketing representative must analyze economic forecasts and community needs and resources.

Marketing Representative Becomes a Facilitator

Finally, the marketing representative must determine the amount of the employment agency's resources, time, and energy that will be invested to support the individual and the employer. Essentially, the marketing representative provides and oversees opportunities for individuals who want to work.

The marketing representative can have a major impact on the community through the establishment of partnerships and networks. Supported employment transforms the context of daily life for persons with special needs and those with whom they interact. Through marketing efforts, the representative will have a major impact on the community's awareness of the skills and special needs of those represented. The marketing representative directly affects community action, and eventually new opportunities for individuals with special needs will be created.

Note: This chapter is written for Business personnel.

Chapter 3

Finding, Hiring, and Keeping Qualified Workers with Special Needs

Claude W. Whitehead

Introduction and Overview

This chapter provides information for business and industry personnel concerned with finding, hiring, and retaining qualified workers. It describes the capabilities and productive capacities of workers with special needs.

Specific information will be provided in three categories: finding, hiring, and retaining employees. These categories will serve as a reference for personnel officials and their staffs. Because each group (persons with disabilities and older workers) abilities and the agencies that provide labor pools differ, each group will be addressed separately, except for those areas in which common problems or issues exist (such as, transportation and discrimination).

The first section (Finding Qualified Workers) describes outreach and recruitment techniques and resources available in most communities. It describes a variety of qualifications and functions within selected categories, and identifies benefits and assistance available to prospective employers. Perceived barriers to effective employment are also identified.

Options, Incentives, and Support Techniques

The second section (Selecting and Hiring Qualified Workers) describes incentives for employers, including training needs and resources, and suggests methods and techniques for providing necessary accommodations. It also describes options in employment, for example, full-time versus part-time, direct hiring versus contracting, and permanent versus temporary. Special issues, including Social Security, wage payments, and supervisory staff training, are discussed too.

Ongoing Support Is Necessary

The third section (Keeping Qualified Workers) suggests methods and programs to provide ongoing support for workers. These methods assist employees in retaining their jobs and they help employers in retaining their workers. Employee Assistance Program (EAP) models and suggestions for adapting the EAP models to special groups are discussed. Information about services provided by state rehabilitation agencies in follow-up and follow-along counseling for employees with disabilities is provided. Related information about other supports available from community agencies concerned with older workers and persons with disabilities is also presented.

Finding Qualified Workers with Developmental Disabilities

An estimated 1.8 million persons with developmental disabilities are of working age (Elder, 1984). About half of these individuals are considered candidates for employment (Whitehead, 1986). No national or local data exist on the number of persons currently employed (other than sheltered employment), ready for employment, or in training.

Finding Workers Is a Challenge

Locating qualified workers is a challenging experience because of new employment opportunities in the integrated marketplace. For example, traditional public and private employment agencies have not considered persons with developmental disabilities for competitive job openings. Previously, job options for individuals with developmental disabilities were restricted to sheltered workshops, if indeed any form of gainful employment was secured. The problem, more critical than that experienced by older workers, requires a distinctly different approach. Most of these job candidates have no prior employment experience, but they may have worked in a sheltered workshop or an employment and training center specializing in services for persons with special needs.

Basic Considerations

Several basic decisions must be made when considering qualified workers with disabilities:

- Can the job, as presently structured, be performed by a person with physical or cognitive limitations?

- Can accommodations, such as restructuring tasks and redesigning jobs, be made to enable the functionally limited worker to meet the job's requirements?

- Can special support be provided on the job to assist the worker in the initial performance of tasks?

Referral and Placement Resources

To begin a search for qualified workers, employers must be familiar with referral sources, types of pre-employment preparation provided, and selection and placement services for qualified workers.

Primary Sources. Primary community resources vary widely, but are usually categorized as follows.

Varied Services Available

Community rehabilitation facilities. Often identified as occupational training centers, centers for the mentally retarded or handicapped, sheltered workshops, or work activities centers, these facilities are the major community-based organizations offering employment-related services. Some of these facilities are operated by Goodwill Industries, Easter Seal agencies, or by state or county governments.

Most of these facilities provide a variety of services, including training, preparation for employment, and job placement. However, many programs focus on sheltered employment, giving minimal attention to competitive job placement. Although greater attention is being given to transitional services and preparation for competitive job placement, implementation has been slow. Employers should be aware that these facilities often provide qualified workers from a sheltered employment pool.

Through new funding systems, more facilities have developed new programs to prepare persons for integrated employment. They often offer the employment options of

Trend Is Toward Transitional Services

individual placements, placement with ongoing support, crews of workers, and enclaves in industry. For example, the rehabilitation facility or other human service agency may retain responsibility for wage payments, compensation, and fringe benefits through a contractual arrangement with the company.

In fact, the facility/agency may:

- Provide qualified job-ready workers to employers;
- Arrange for on-the-job training by employers or require that training be provided prior to placement;
- Provide on-the-job follow-up or follow-along support services, if necessary;
- Provide contracts between employers and the facility rather than employ the persons directly (as an interim or long-term arrangement);
- Provide crew or enclave placements to maximize production and minimize the functional limitations of each worker; and
- Assist employers in selecting persons capable of functioning without support. Employers may hire qualified workers who can function with support as well as those who need little or no follow-along service.

State rehabilitation agencies. State rehabilitation agencies are federally designated (Rehabilitation Act of 1973, as amended) primary agencies providing employment-related services to persons with disabilities. Traditionally, however, these agencies have not been a major force behind placing persons with developmental disabilities in competitive employment situations. Rather, community-based facilities that provide sheltered employment have offered the most feasible employment opportunities (Whitehead and Marrone, 1986). This practice may soon change in view of the target groups' demonstrated capacity for employment in the competitive labor market. A central resource for qualified workers would then be available through the state.

In the new service model, the state rehabilitation agency likely will work closely with private community-based rehabilitation facilities. The focus will be on placement in the competitive employment environment.

Public school, special education, and vocational education agencies. Schools are required by law (Education for All Handicapped Children) to provide education and training. Recently, this requirement has been directed toward an employment goal (Will, 1985). Thus, schools play a part in the student's transition from school to work. Increased employment-related training and community job placement activities for students with developmental disabilities have resulted.

The special education and vocational education staffs at schools are responsible for cooperative education programs, work-study programs, and post-school placement activities. The Vocational Education/Special Needs Program Specialist is frequently involved in these programs. Many schools have cooperative programs with the state rehabilitation agency and with private rehabilitation facilities. These programs focus on job placement services. State mental retardation or developmental disability agencies are also involved in competitive job placement efforts, especially in supported employment program models.

Private industry council (PIC) programs. In most communities, the PIC is the primary coordinator of employment and training services for persons with special needs. Training and job placement programs may be operated by the council, or the council may contract with a private or public organization. These programs are designed to provide training and employment services, including job placement.

In reality, few of the PIC programs serve persons with developmental disabilities. PIC considers those with developmental disabilities to be candidates for sheltered, rather than competitive, employment as required by the Job Training Partnership Act (the federal funding source). Hopefully, this attitude will change in response to current negotiations between the U.S. Department of Health and Human Services, Administration on Developmental Disabilities, and the U.S. Department of Labor (the federal funding resource and coordinator for councils).

State employment services. This is the designated (congressionally) employment service agency for all citizens. Usually, a specially designated state employee assists workers who have disabilities. Few persons with developmental disabilities receive referrals to competitive jobs, for the reasons cited above. Hopefully, as the recent successes of persons with developmental disabilities become better known, state employment service offices will become better resources for locating and referring qualified workers with developmental disabilities.

Secondary Sources. Secondary sources in communities often include the following.

Government services. Local agencies, such as the Office for the Handicapped, Office for Persons with Disabilities, Office of Human Services, or Office of Social Services, can identify the private and public organizations providing employment-related services. Other resources include State Developmental Disabilities Councils and the Governor's Office on Employment of the Handicapped/Office on Disability.

Private services. Associations for Retarded Citizens, United Cerebral Palsy Associations, and United Way planning agencies should provide direct information about local employment and training programs for the target population. These organizations often support or operate employment programs. Community colleges and college departments of human services are also possible sources of information about services available in the community.

Hiring Qualified Persons with Developmental Disabilities

The basic considerations in selecting and hiring persons with developmental disabilities are similar to those in any hiring process. The employer looks for qualified workers who can meet the job requirements; be steady, reliable, and productive; and help make a profit. When considering job candidates who may be restricted or limited in some areas, the employer will be concerned with the availability of technical assistance and guidance from community resources. Methods and techniques for adjusting to or accommodating the worker must be considered. Selecting and hiring qualified workers with developmental disabilities will be strongly influenced by the community resources available. In such hiring, the employer wants assurances that the candidate is going to be able to perform the job satisfactorily.

The organizations and agencies described in the previous section are likely to be able to identify and arrange support services. However, it should be noted that some of the workers will be able to enter employment with little or no support. The support may be of limited or extended duration, determined by the worker's adjustment period.

Individual Independence Varies

The individual worker's level of independence will vary. The pre-employment evaluation by the referring organization should specifically indicate the level of on-the-job support which the candidate will require. Equally important, the employer must know in advance which agency will be responsible for any follow-along or other support.

Agencies Want Repeat Placements

Warranty of Performance. In many instances, employers will be assured of satisfactory employee performance. If an employee does not perform satisfactorily, services will be provided to correct the deficiencies, counsel the worker, provide additional training, or replace the worker with another qualified candidate. While this warranty is not available in all community programs, it is implicit in all referrals. The agency wants repeat placements. A growing number of private employment agencies offer the replacement provision. However, this function appears to be unique to the population with disabilities. It is important because it provides assurance to employers who are willing to consider persons who may experience difficulties in adjusting to the job and in meeting employer expectations.

Subsidies Offset Costs

Wage Incentives. Employers have two forms of wage incentives for persons at less than acceptable productivity levels. The incentives include wage subsidies through state and federally supported programs, including those operated by Private Industry Councils; Department of Labor demonstration projects, such as the National Association for Retarded Citizens' On-the-job Training Program, and State Rehabilitation Agencies and similar programs; and minimum wage payment exemptions for workers with production limitations through the Department of Labor Certificates authorized under the Fair Labor Standards Act, Section 14(c). These subsidies offset hiring and training costs incurred by employers, and provide incentives for hiring. Additional information on both types of programs is available from the referring agencies.

Employer Subsidies. The wage subsidy approach was once popular in the Comprehensive Employment and Training Act (CETA), which was the forerunner legislation to the current Job Training Partnership Act (JTPA). This approach has been replaced by employer subsidies which focus on reimbursement of training and job placement costs. These subsidies are available through the Private Industry Councils at the local level. A few states, including Massachusetts, New Jersey, Virginia, and Washington, have developed or are developing state-funded employer subsidy programs similar to the JTPA-funded Private Industry Council programs.

Tax Incentives. The Targeted Jobs Tax Credit (TJTC) program provides tax credits for employers hiring a variety of disadvantaged persons, including those with disabilities. The original authorization for the TJTC program expired in December 1985, but it was reinstated through the October 1986 Tax Reform Bill. A few states, including California and Michigan, are developing state tax credit legislation patterned after the federal TJTC program.

Support Incentives. Support programs described earlier, including job coaching, on-site supervision, and related follow-along services, have been deemed necessary to assist the employee's job performance and adjustment. This function is effective for persons with developmental disabilities entering the integrated marketplace for the first time (Wehman and Hill, 1985; Kiernan and Stark, 1986). The referring agency provides information on this program.

Option Selection. The options discussed previously represent choices for employers. As the movement toward supported employment in the competitive environment becomes more familiar, these options will become more important. The options selected by the employer may be influenced by the following:

- The levels of employee productivity and the perceived employment-related problems;
- The paperwork involved in securing a minimum wage payment exemption certificate;
- The availability of financial incentives, for example, wage subsidies and tax incentives;
- The commitment of support from the referring or sponsoring agency, for example, job coaching, counseling, and related follow-along services; and
- The financial willingness of the employer to assure success of the placement.

A Variety of Incentives

Employee Incentives. Employers should be aware of the incentives available to potential employees. The overriding incentive is the desire to be a part of the regular community, living and working with other people, including those without disabilities. Another important incentive is the desire for economic self-sufficiency. Many qualified employment candidates receive public assistance from the Supplemental Security Income (SSI) program, including medical assistance eligibility under Medicaid. The SSI program has work incentives which allow the employee with disabilities to continue receiving certain benefits. Employers should become familiar with the benefits and requirements of SSI. The employer ensures that the new employee receives benefits and that earnings are reported as required.

Training Programs. Traditionally, persons with developmental disabilities have been excluded from skilled or semi-skilled vocational training. Consequently, training opportunities were limited to teaching independent living, personal, and social skills. However, the new concept of employment increases options in vocational education and technical training, although learning potential may be limited.

Three levels of training are available for worker candidates:

- **Technical and vocational training programs** for students with special needs. Some training curricula have been specially modified for students with disabilities; other training can be provided without adaptation. Training for adults is available through adult and continuing education programs.

In addition to school programs, some community-based organizations are involved in vocational training. A limited number of persons with developmental disabilities have received training in colleges and universities. This opportunity usually is available to persons with developmental disabilities whose limitations are physical and who can potentially acquire technical skills.

- **Pre-vocational training, vocational evaluation, and work adjustment training services** are provided to persons who are unable to benefit from the training described above. This training is provided in community-based rehabilitation facilities, training centers, and sheltered workshops. A growing number of facilities are revising their training programs to focus more directly on the outside job market and on developing job-seeking skills training.

- **On-the-job training (OJT)** is another option. The cost can be reimbursed by a third party, depending on the resources available. OJT can also be funded through JTPA. Two programs are offered: local funding through the Private Industry Council and a national program administered through the Association for Retarded Citizens. In some locations, the state rehabilitation agency provides limited funding for OJT programs. In many OJT programs, the employer provides the training without reimbursement.

Accommodations. Qualified employees may need assistance in order to effectively and productively perform their jobs. Accommodations are processes that enable individuals to perform the core functions of a particular job. Among the accommodations that might be used are modifying certain elements or tasks of a job, revising the physical functions, and identifying appropriate equipment or tools.

Frequently, job restructuring is defined as taking an individual's skills and abilities and creating a job to fit them. Such a procedure may cause wage concerns, lack of acceptance by peers, or supervisory conflicts. Employers and bargaining units may not always find job restructuring an option. Frequently, job restructuring is identified with an individual's abilities and not the functions of a job.

Changes in Work Structure May Be Simple

Other accommodations are designed for those who require physical changes in the work station. Changes in work structure may be a matter of transferring certain job functions to another worker, sharing jobs between two workers, or permitting special supervision. Physical accommodations include providing special devices for holding or positioning materials, developing modifications for a workbench (for example, to permit a wheelchair to slide underneath), or installing special equipment. While most workers require no special accommodations, it is important to recognize that workers who need special accommodations can be employed.

Information on the variety and types of accommodations is available from the Job Accommodation Network (JAN). JAN is an employer-developed technical resource program operated by the University of West Virginia Research and Training Center in collaboration with the President's Committee on Employment of the Handicapped. At this time, most technical information about accommodations relates to the needs of persons with physical disabilities. Eventually, techniques for restructuring jobs for workers with mental disabilities will be included.

Sensitivity Training May Be Necessary

Other Considerations. Because the new employees (with disabilities) may have different behaviors or habits than other workers, employers should consider providing some form of sensitivity training for supervisors and other employees. Because this may be the first "real" job outside the rehabilitation facility, the employees with developmental disabilities may not experience initial acceptance by their supervisors and coworkers. Sensitivity training takes on even greater importance for some employees if, for example, a special job coach is needed but cannot be provided or if the employee has not received pre-employment training in schools or community programs.

Keeping Workers with Developmental Disabilities

Job Satisfaction Increases in Integrated Setting

Generally, employers will have special concerns about the new employees retaining their jobs. In earlier sections, we described support services provided by community agencies. These services assure satisfactory job performance and stability. Success in keeping workers is closely related to the support provided. Lack of promotion opportunities usually does not affect employees with developmental disabilities. U.S. Department of Labor studies of sheltered workshops (1977 and 1979) show that employees are generally satisfied with their jobs in segregated but protected settings. In the integrated employment setting, satisfaction may increase because of higher earnings and expanded association with persons who do not have disabilities. Job dissatisfaction may arise from feelings of being isolated from former friends. Hopefully, this problem will be addressed by community agencies--it should not be a responsibility of the employer.

Employees' Problems Affect Performance

The long-term support needs of persons with developmental disabilities are currently being addressed in a cooperative program between the U.S. Department of Education's Office of Special Education and Rehabilitative Services (OSERS) and the U.S. Department of Health and Human Services' Administration on Developmental Disabilities (ADD). A program called Supported Employment Demonstration Projects (in ten states) involves state and community agencies that assume responsibility for ongoing support. The program provides assistance to workers in obtaining and retaining their jobs. While this model offers some consistency, other resources are necessary. Employers should assume responsibility for some support to ensure that qualified workers are retained.

The Employee Assistance Program (EAP) was developed in response to employee problems. Formed in 1962, the EAP addresses employee problems that affect productivity and performance, including alcoholism, drug abuse, family problems, financial/legal problems, and emotional problems (Dickman and Phillips, 1985).

In the past decade, Employee Assistance Programs have shown extensive growth, with more than 5,500 units in operation. Two projects funded by the Administration on Developmental Disabilities are exploring ways to adapt EAPs to persons with developmental disabilities.

Employers Should Be Familiar with State Resources

Until Employee Assistance Programs become available for persons with disabilities, employers should be aware of state resources. State rehabilitation agency counselors and the state mental retardation (or developmental disabilities) agency counselors provide on-the-job counseling and similar assistance. Some private agencies, for example, Associations for Retarded Citizens and Cerebral Palsy Associations, may also be able to provide support.

In conclusion, the continued employment of qualified workers with developmental disabilities may be better accomplished by addressing their problems or special needs rather than by providing opportunities for job mobility at this time. However, employers should eventually address the need for upward mobility and lateral job transfer. As more experience is gained in the area of integrated employment opportunities, the issues will likely gain greater significance.

Older Workers: Who and Where They Are, Their Work Patterns, and Other Characteristics

This section provides the background information necessary to locate, hire, and retain qualified older workers.

Older Workers Are Not Homogeneous

Older workers comprise a broad age group--40 years and older, according to the Age Discrimination in Employment Act; 45 years and older, according to the U.S. Department of Labor's definition; and 55 years and older (the age group most likely to leave the labor force). Older workers are not homogeneous. They include several special populations, each facing different problems. There are displaced older workers who have lost their jobs and have no prospects of returning to them; disadvantaged workers, such as minorities, women, and those with health problems or disabilities; older workers facing retirement pressures because of obsolete skills, pension incentives, and work force reduction plans; and retirees seeking re-entry into the work force.

The status of older workers in general, and the problems faced by special groups, can be important to employers, policymakers, and community groups.

Issues and Concerns

Stereotyping Is an Age-old Problem

The older worker is perceived as a resource in limited demand. There is a perception that older persons (and persons with disabilities) are receiving income support or pensions and that they are less in need of jobs than younger and nondisabled persons. In addition, there is a stereotype that people become less competent with age.

Changes

Even a healthy human body goes through changes with age. However, people can and do compensate for those changes (National Commission on Employment Policy, 1985a). For example, changes with age include:

- Changes in strength. The human body loses muscle mass with age. A weight lifter cannot lift as much at age 60 as at age 25. However, some 60-year-olds can still lift more than many 25-year-olds.

Physical Changes Are Inevitable

- Reaction time slows down. Older people compensate for this by increased caution. They have fewer accidents caused by carelessness.
- The method of learning changes. Older people learn by building on what they already know, not by rote. But, they do learn.
- Older people show more anxiety during timed tests, resulting in more errors. In untimed tests, they perform as well as younger people.
- Changes in vision. These are compensated for by using corrective lenses.
- Changes in visual processing. Visual processing involves making sense of complex patterns. These changes can be compensated for by exercising greater care, for example, when driving in traffic.
- Changes in hearing. There may be a loss of ability to hear high tones or difficulty in processing several sounds at once. These changes may be compensated for by listening more intently or by using electronic amplification.

The overall result often is that older workers are more cautious, take fewer risks, and perform as well as younger ones.

Finding Qualified Older Workers

Once the decision to hire the older worker is made, the search for appropriate candidates begins. It is, of course, presumed that the potential employee will possess the skills and competencies required to perform the job. The pool of older workers includes:

- Skilled workers, mature and experienced, who have been displaced from their former jobs because of technological changes or obsolete skills. Also included are retirees who want to return to the work force on a full-time or part-time basis.
- Older workers who have learned new skills or are seeking retraining.
- Persons seeking employment in jobs which are less demanding physically or mentally.
- Persons with administrative or technical skills who left or want to leave jobs because of loss or denial of promotional opportunities.

Obviously, a variety of skills, capabilities, and potentials exist. Though incomplete, this list represents the most common characteristics of older workers. In this section the primary goals are to acquaint employers with the labor and production resources available among older workers and to identify community services which can be used to locate candidates.

This labor pool includes: administrative/professional/technical personnel; workers to fill part-time or temporary jobs; retrained production and service workers; and persons with special production capabilities.

Where Have All the Older Workers Gone?

The personnel manager or supervisor must know the job requirements, understand the skills necessary to perform the job, and find the most qualified person. However, discussion of the role of the personnel official will not be included here.

Rather, discussion is limited to locating qualified employees from the pool of older workers. This requires a knowledge of the resources available, including job training and job placement assistance.

Community Job Placement Services

The traditional resource for locating qualified workers is the local office of the U.S. Employment Services, usually identified as the State Employment Services or Commission. These offices likely will have a specialist assigned to assist older workers. These potential employees include:

- Persons displaced from previous jobs;
- Retirees who want to re-enter the labor market on a part-time or temporary basis to supplement their pensions;
- Persons recovered from physical or mental trauma who want to return to their jobs, a similar job, or one more suited to their present capacities; and
- Older persons seeking better-paying, less stressful, or otherwise desirable employment.

A review of these variations in the job candidate group reveals the need for a specialized job placement service. For this reason, special programs have been established in many communities with federal, state, and private support.

Commercial Employment Agency vs. Specialized Agency

These job placement programs are similar to the special job development activities described in the subsection on persons with developmental disabilities. Usually, the operation is similar to a commercial job placement agency. The basic distinction is that the commercial agency charges a fee, whereas the specialized agency (serving older workers) most often does not.

Some commercial placement agencies are paid by the employer, others are paid by the employee (candidate). In the first instance, the agency represents the interests of the employer. In the second instance, the agency markets the skills of the candidate. The second role seems to be more common in placement of older workers, that is, marketing the qualified worker. Using this approach, the agency seeks out the employer rather than the employer looking for candidates.

Marketing the Qualified Older Worker

Because this chapter is designed to provide information to employers seeking qualified workers, the assumption is made that the employer will do the seeking. However, in practice, perhaps only the employer's awareness of the availability of qualified workers is heightened. Perhaps the operation consists mainly of marketing or proposing candidates rather than in locating them.

The marketing approach seems more realistic than assuming that the employer will be able to locate a qualified worker through employment agencies. This is especially true if the candidate lacks marketable skills, has been displaced from the work force because of obsolete skills, or is unable to continue the previous job because of a disability.

Needs Must Be Met in a Good Match

If capable skilled older workers want to re-enter the work force on a part-time or temporary basis, the process of matching employer's and employee's needs differs in strategy and method. In this case, the employment agency matches the employer's needs to the candidate's work goals.

Most communities have some form of special program to address the needs of older workers. The employment placement service may be located in public or private agencies, but is probably operated with public funds. For example, Title V of the Older Americans Act and Titles II, III, and IV of the Job Training Partnership Act provide support for training, retraining, and job placement services.

Community Resources Helpful

To find the public or private agency responsible for training and placing older workers, the county or municipal office of the mayor, city manager, or city council is the first place to look. Many communities have an office for the aging or elderly; others combine and form a human services or social services office. Other alternatives include Private

Industry Councils (responsible for coordinating training and employment programs for persons with special needs), senior citizens centers, local offices on aging, and specialized job placement programs (in a limited number of communities).

Specialized programs may be identified by a number of titles, most of which suggest their focus on older workers. One such program, Senior Community Services Employment Programs is supported by funding under Title V of the Older Americans Act. It is operated cooperatively by the states and eight national organizations (Sandell, 1985). This network of programs recently expanded its services to add job clubs and job fairs. Other programs which provide job placement services and assistance include:

- ABLE - Ability Based on Experience
- ROWES - Rural Older Worker Employment Services
- POWER - Professional Older Worker Experienced Reliable
- SPEC - Senior Personnel Employment Council
- RWF - Ready Work Force
- Mature Temps
- Second Careers
- Skills Available
- New Life Institute
- Senior Enterprises, and
- Intertek - Rents out senior employees

These are just a few examples of specialized programs listed in the classified section of the telephone directory.

Aging in America is another useful resource. In addition, the local United Way offices maintain information on private and public services available for citizens, although United Way funds are not always involved.

Councils Locate Employment

The Private Industry Councils (PIC), established and funded under the Job Training Partnership Act (Public Law 97-300), are directed by an advisory board which includes representatives of business and industry. They are more likely to be involved with older workers who need training to re-enter the labor market. The specialized groups listed above may be more concerned with the placement needs of older workers with job skills or related experience.

The National Project on Employment and the Older Worker (Sandell, 1985) found that many displaced older workers had little experience in searching for employment, having held their previous jobs for a decade or more.

Another community resource, discussed in the section on persons with developmental disabilities, should be mentioned. This program operates statewide and can be located in most telephone directories under the state government services listing, typically titled "Vocational Rehabilitation Agency." It is available as a training and placement resource for older workers who have a physical or mental disability and who need assistance or retraining in order to obtain employment.

This diversity in placement programs suggests that employers looking for qualified older workers should choose the resource after they determine the type of worker and the job requirements.

Hiring Qualified Older Workers

Training Programs Designed to Meet Needs

Hiring qualified older workers is similar to the process of hiring other employees, with two exceptions: retraining and accommodations options. The needs or opportunities for training or retraining often are limited to the special programs available under JTPA-supported programs. If the job opportunity is made known and the prospects are favorable, additional support can sometimes be developed. In some communities, training programs are offered through vocational/technical schools, adult education programs, and continuing/higher education programs. Community colleges are also a resource for training. The establishment of training programs often depends on the training needs, the market for trained workers, and the development of funding through educational and job-training sources.

How Can the Older Worker Put Skills to Use?

The accommodation option has special importance. The first step is to determine what accommodations are necessary and which changes can be made. The major consideration is how to put the older worker's skills to optimal use. For example, some older workers may need adjustments in work hours, physical requirements, production standards, or learning allowances and adjustment time.

Other considerations may include flexible work schedules to limit the number of hours worked. This way, earnings will supplement the pension rather than offset it or eliminate it. This is an important consideration if the worker is uncertain about continuing employment. A similar adjustment in work hours may be desired by the worker who lacks the physical stamina to tolerate a full workday or week.

Adjustments Ease the Transition to Employment

Other adjustments include changes in equipment, tools, job layout, and procedures to accommodate an older worker's physical or mental functional limitations. The Job Accommodation Network (JAN), described earlier, is an employer-established resource. Through JAN, employers share information regarding techniques used to modify jobs and accommodate the physical or mental limitations of workers.

In addition to JAN, The Institute of Gerontology at the University of Michigan, in cooperation with the Administration on Aging, U.S. Department of Health and Human Services, established a special resource system. The National Older Worker Information System (NOWIS) describes various work modifications and work options that companies have developed to accommodate older workers (Root, 1985). The American Association of Retired Persons (AARP) in Washington, DC, has recently assumed the operation of the NOWIS computerized resource on older workers.

Incentives May Be Monetary or Altruistic

Incentives for hiring older workers include tax credits for employers through the Targeted Jobs Tax Credit (TJTC), recently extended in the 1986 Tax Reform Act. Under the TJTC program, a tax credit of 40 percent of the first $6,000 paid in wages during the first year can be provided to the employer.

Other employer incentives include direct and indirect monetary incentives to reimburse or subsidize the special costs associated with training and retraining older workers. This activity is usually funded under Title II of the Job Training Partnership Act. Section 124 of Title II provides a set-aside of three percent of the state allocation for training anyone 55 years of age and older who is disadvantaged.

Available Funding Varies Geographically

Another section of JTPA, Title III, Employment and Training for Dislocated Workers, also provides funding, as does the Older Americans Act, Title V, cited earlier as a source for funding job placement programs. Older workers with disabilities are included in the state/federal rehabilitation program. This resource provides limited employer reimbursement for on-the-job training of persons with physical or mental disabilities through the state rehabilitation agency.

The amounts and availability of funding for these programs vary widely from community to community and state to state. Employers interested in these supports should contact local Private Industry Councils or State Job Training Coordinating Councils for JTPA-funded assistance and state rehabilitation agencies regarding training fees for persons with disabilities. A Project with Industry that should be of assistance to employers interested in hiring older workers is Aging in America in Bronx, New York.

Keeping Qualified Older Workers

Maintaining Employment Is Essential

Keeping older workers employed is an essential part of the employment issue, especially in view of the competencies and potentials described in the introductory sections. This section explains the employment needs of older workers and the employer's role in society.

An employer's reasons for retaining older workers in the workplace differ for a variety of reasons. The demand for the worker's skills, the availability of replacement workers, the flexibility of the worker, real or perceived promotion potential, and operational plans of the company are all factors (Sandell, 1985; Root, 1985).

The Value of Older Workers

In some instances, collective bargaining agreements may influence the decision to retain, retrain, transfer, or release an employee. Historically, unions have advocated retirement of older workers to make room for younger workers. However, unions now are becoming aware of the value of keeping older workers on the job (and continuing union membership).

Employers retain older workers because of the investment they have made in hiring; they keep the veteran older workers because they have a known capacity and experience in company methods and procedures; and they retain older managers and supervisors because of the difficulty involved in replacing their skills in a tight labor market. In many instances, these qualities, including stability and maturity, will more than offset the need to have a younger, more flexible work force.

The National Older Worker Information System (NOWIS) found that private industry employs a variety of practices to retain older workers. These practices include internal transfers, job downgrading, refresher courses, partial retirement programs, sabbaticals, and extensive use of job restructuring.

The efforts to keep older workers employed likely will take on greater significance in the future. Also, continuing to work will take on greater importance as people live longer and continue to enjoy good health and associated productivity. The more important issue, however, is how to address the needs and associated problems of workers who develop physical, mental, or emotional impairments, or problems which affect job performance.

With Support Problems Can Be Confronted

Employers in more than 5,500 locations have addressed problems associated with alcoholism and substance abuse through special Employee Assistance Programs (EAP). Dickman and Phillips (1985) suggest that EAPs assume a broader role to address problems affecting worker productivity. Some employers, employees, and trade unions are concerned that the programs may unnecessarily intrude into workers' personal lives. The need for voluntary participation and independence from the employer must be emphasized. Normally, the older worker does not need continuing support, but would benefit from an EAP on an as-needed basis.

Employee Assistance Programs are either provided by the company or contracted from an outside source. Larger companies usually operate their own EAP, whereas smaller companies tend to contract for EAP services (Dickman, Emener, and Hutchison, 1985).

Counseling and Follow-up Are Essential

As noted earlier, older workers with physical or mental disabilities are eligible for counseling and other employment-related services through the state rehabilitation agency. While this agency helps older workers retain or find jobs, counseling and other rehabilitation services are given lower priority. However, initial follow-up of persons placed on a job is required by statute (Rehabilitation Act of 1973 as amended).

In conclusion, employers seem more motivated to retain, retrain, and redirect older workers as a valuable resource than was thought previously. Hopefully, the information provided in this kit will promote the innovative practices cited in NOWIS and other references. The National Center on Aging, the Administration on Aging, and the American Association of Retired Persons (AARP) have extensive library resources addressing employment issues. The 9th Annual Report of the National Commission for Employment Policy (1985b) should also be reviewed.

Chapter 4

Innovations That Work: A Guide to Successful Public-Private Partnerships

Lois Rood

Supported Employment

For many years, persons with disabilities worked in segregated settings. Today, it is more feasible to train and support them in an actual employment setting. This concept, called supported employment, is more effective and less expensive than the traditional approach and seems reasonable for many older workers.

Supported employment is based on the following key ideas:

- *Real work settings*

  Training is most effective when it is relevant, functional, and performed in the actual work environment. Therefore, whenever possible, training should be provided in real employment settings because it is more meaningful to the individual, and the demands are actual. Individuals learn how to perform tasks and why it is necessary to perform them.

- *Learning from peers*

  Individuals learn best by modeling themselves after other individuals who are engaged in similar tasks. A great deal of natural learning occurs by watching other employees in actual work settings. Individuals learn how to accomplish work tasks, how to conduct themselves in particular environments, and how to relate to their supervisors.

Learning Skills Start with Peers

- *A functional approach*

Analyze Employee Skills

Labeling people has had very little value in developing effective training objectives and support services for individuals with disabilities and older workers. Instead of labeling individuals, a functional analysis of the individual's skills and limitations must be developed and compared with the functional requirements of the job. By using a functional approach, we can provide the necessary supports required to compensate for a characteristic that inhibits job performance.

- *A service orientation*

In supported employment, individuals are placed in the actual job setting and services are provided as needed. Intensive services may be required initially but phased out as they become unnecessary.

- *No exclusion policy*

Supported employment excludes no one from integrated employment services. The assumptions are that no one is too severely impaired to provide some valuable service to the economy and that those who are most severely disabled are most in need of support services.

- *Not based on competitive wage rate*

The supported employment concept is based on the assumption that some people may never be able to work at the competitive industrial rate, but they can be paid based on their level of productivity.

Human Factors Relating to Employment

Employment Improves Social Status

Supported employment plans for persons with special needs should lead to the overall enhancement of the individual's life. Some important considerations include the following:

- *Increased integration*

  Efforts to integrate individuals with special needs into society can be increased. Programs and services can be located in actual work environments, those with special needs can work alongside other workers, and the required support services can be provided in integrated settings.

- *Enhanced status*

  Employment of persons with special needs affects their status. Their social standing improves--they become respected, valued, and treated as unique individuals. Professionals need to be very careful that facilities, services, materials, and staff relationships do not stigmatize these individuals and create negative perceptions.

- *Increased competence*

Community Values Dictate Community Needs

  Marc Gold (1980) refers to competency as a "skill, ability or attribute that is needed, wanted and valued by others." The concept of competency has two important aspects. First, each individual must have some skill, ability, knowledge, or attribute that is valued by other members of the community. Second, competency is a relative term. The values of a community are based on the community's needs.

  Individuals must be able to learn skills or use their attributes and characteristics to meet the needs of their communities. It is extremely important that vocational programs be designed around the needs of local businesses and industries. Communities need to become involved in the development of curriculum and the evaluation of vocational programs.

- *Increased autonomy*

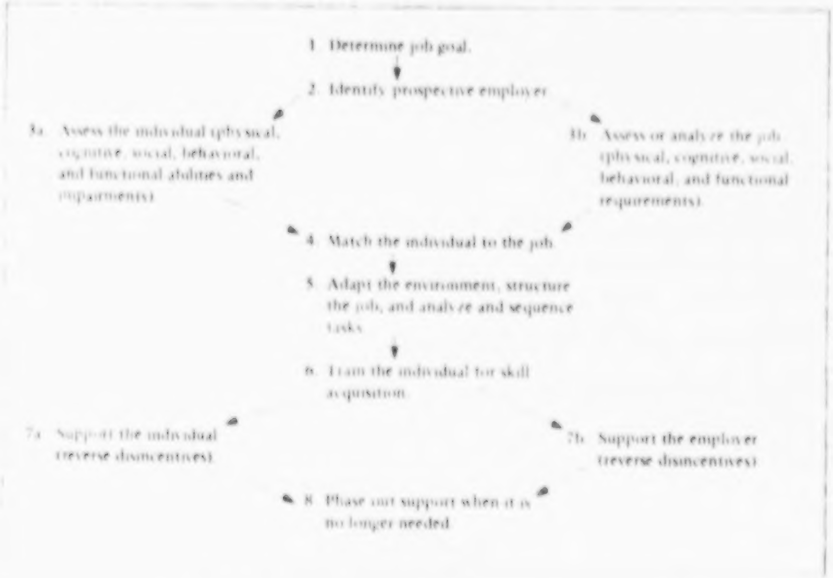
Independence Is Ultimate Goal

  Individuals must be able to increase choice and control over their lives. This means that options and choices need to expand. Vocational programs need to lead to greater employment opportunities, higher wages, increased benefits, and an overall improvement in the quality of life for those with special needs. These individuals can become less reliant on caretakers and achieve equal status with their peers.

A Suggested Planning Process

To successfully employ individuals with special needs, both the individual's and the employer's needs are considered. This can only be done by stating a specific job goal and by identifying a particular employer. Table 1 shows this parallel planning process.

Table 1
Alternative Approach


1. Determine job goal.
2. Identify prospective employer.
3a. Assess the individual (physical, cognitive, social, behavioral, and functional abilities and impairments).
3b. Assess or analyze the job (physical, cognitive, social, behavioral, and functional requirements).
4. Match the individual to the job.
5. Adapt the environment, structure the job, and analyze and sequence tasks.
6. Train the individual for skill acquisition.
7a. Support the individual (reverse disincentives).
7b. Support the employer (reverse disincentives).
8. Phase out support when it is no longer needed.

Determine the Job Goal

Uniqueness Determines Goals

The first step in this approach is to identify a specific job goal. It is essential that the placement specialists get to know the individuals. What are their unique needs, wants, skills, abilities, interests, and priorities? Individuals should be exposed to a variety of jobs in actual work settings to help them determine what kinds of jobs meet their needs. Each individual should have a specific job goal before the program plan is written. This goal should correspond to the labor needs of the individual's community. A goal such as competitive employment is too vague to be of any value in planning.

Identify Prospective Employers

After an employer is identified, placement specialists analyze the jobs available and choose a job that meets the needs of the employer and the individual. The employer must be considered a partner for the employment process to be successful, and this partnership must be continuous.

Assess Individuals and Jobs

Pinpoint Strengths and Weaknesses

This step involves analyzing the skills, abilities, and needs of the individual and the functional requirements of the job. This analysis pinpoints the individual's functional deficits which affect job performance. These deficits may be medical, physical, behavioral, or cognitive. After identifying the deficits, a plan can be developed to compensate for them.

Match the Individual to the Job

During this phase, qualified individuals are given jobs for which they are well suited. The agency provides the individuals with any support necessary.

Adapt the Environment

Sometimes successful job performance depends on a simple environmental adaptation. Or, perhaps, the tasks can be restructured to simplify the organization. Devices can be developed to compensate for cognitive deficits.

Consider the Work Environment

It may help to alleviate distractions or to minimize the number of individuals with whom the employee interacts. Environmental adaptation may include providing a more accessible work station or adapting a piece of equipment.

Train the Individual

Initial Training Period Is Critical

After altering the environment to maximize abilities and compensate for functional limitations, the next step is to train individuals and support them in the initial stages of employment. Training can be provided by the employer or the agency. It is important that training support be continuous until the individual acquires the required job skills. Again, traditional training methods may have to be modified for individuals with physical or mental impairments. Employers consider the initial training period to be critical to the success of employees with disabilities.

Support the Individual and the Employer

In addition to adapting the environment and providing on-the-job training, it may be necessary to provide continued support to the individual and the employer. After identifying the external disincentives to the employer or the individual, the agency can determine the support system needed.

Tax Credits Available for Some Jobs

For individuals, the primary disincentive may be the threat of losing disability or Social Security benefits. Therefore, agency staff can help individuals by working with the Social Security Administration (SSA) to reduce this threat and by helping the individual to understand the SSA program. Agency staff can help individuals maintain friendships and social affiliations by forming job clubs, self-help groups, and social clubs. Another disincentive to employment may be the fear of change. Therefore, it is important for agency staff to continue providing support, guidance, and counseling throughout employment.

There may be disincentives for the employer too. The cost of providing adaptations, special supervision, or training may frighten employers. Inform employers of the availability of targeted jobs tax credits, on-the-job training funds, and tax credits for job accommodations.

If the productivity of the individual with special needs is not yet equal to that of other workers, a special certification allows the employer to pay the individual commensurate with productivity. If line supervisors have difficulty including individuals with special needs in their work force, the agency can help employers by training supervisors.

Phase Out Support

Phase Out Support When No Longer Necessary

Each of these phases is important; none can be ignored. Support is most beneficial to employees when it is provided in the workplace. Support should be phased out when the employees no longer need it. But, individuals who have special needs which strongly impair their ability to produce or those who need help to cope with a social environment may require supports throughout their lifetimes.

Possible Program Models

Multiple Options

The economy is undergoing major changes, therefore, it is important to consider multiple options when planning for the employment of persons with special needs. Imagine a variety of vocational training and employment models which could be tailored to the unique needs of an industry, an individual, and the agency providing the support services.

It is best to work with generic training programs, such as community colleges, technical and trade schools, and universities. The curriculum should be available to the employer, the individual, and the agency.

In this section, possible program models are discussed. These are ideal, theoretical models that enable individuals to compare and contrast various types of real arrangements. Actual models may deviate in some aspects from the ideal types. However, they give professionals a framework for considering variations in industry-habilitation partnerships and for comparing and contrasting the advantages and disadvantages of programs.

Factors Relating to the Vocational Environment

The following factors determine the vocational settings and the types of models that are provided by the agency or the industry.

- Goods or services to be produced;
- Integration potential with nondisabled coworkers;
- Floor space for production;
- Administration of pay (wages and benefits);
- Supervision (ongoing and continuous); and
- Training (skill acquisition).

Additional factors, such as job simplification, redesign of tasks, and quality control, are also important. But, they do not directly effect the organizational structure of the program model or the contractual development of the partnership arrangement.

Types of Models

Relationships between industries and agencies produce the following model types:

Model Types

- Competitive employment;
- Supported individual employment (transitional employment or on-the-job training);
- Work stations in industry (enclaves in industry, ongoing and continuous);
- Mobile work crew (short-term or seasonal);
- Mainstreamed workshop;
- Traditional workshop;
- Affirmative industry; and
- Simulated work facility.

Competitive Employment (Readiness Model)

Competitive Employment Model

Individuals with special needs compete for jobs the same way younger or nondisabled individuals do. Individuals with special needs are hired if they possess all of the employment qualifications, including the knowledge, skills, and abilities required for the job. In other words, a full employer/employee relationship exists. The agency assists the individual by locating jobs and by providing support and counseling during the first few months of employment.

Model Appropriateness for Individuals with Special Needs. This model is appropriate for individuals who are skilled, trained, and reliable, and who can adjust to the job socially and emotionally.

Model Appropriateness for Industry. This model is appropriate for any industry seeking qualified individuals.

Industry Provisions:

- Production of goods and services;
- Materials, supplies, and equipment;
- Coworkers;
- Floor space;
- Pay administration;
- Workers' compensation;
- Insurance coverage and benefits;
- Supervision;
- Training; and
- On-the-job training.

Agency Provisions:

- Referral of a qualified applicant;
- Assistance in job seeking;
- Pre-employment assistance during the application and interview process; and
- Support and counseling during the first few months of employment.

Special Considerations. This model requires compliance with all nondiscrimination laws pertaining to race, sex, age, national origin, religion, and disability; the Vocational Rehabilitation Act of 1973, Section 504; the Fair Labor Standards Act as revised; and state laws pertaining to equal employment opportunity.

Supported Individual Employment (Supported Employment Model)

Supported Individual Employment Model

Individuals with special needs compete in the same ways as younger or nondisabled individuals, however, assistance is provided by agency staff. Individuals are hired by the company. They have most of the pre-employment qualifications, including the knowledge, skills, and abilities to perform the job. A conditional employer/employee relationship exists. The individual may require support and training at the work site during the initial phase of employment. This training could be in work skills, employee-supervisor relationships, or social and emotional adjustment to the workplace. Employees may receive full wages or be paid based on productivity in accordance with wage and hour laws. Employers may be offered incentives, such as tax credits.

Model Appropriateness for Individuals with Special Needs. This model is appropriate for individuals who, with training and support, are able to perform jobs on a par with younger or nondisabled individuals. Support and training include social or emotional adjustment aids, adaptations in the workplace, or prosthetic devices. Once these skills are acquired, the individual can compete with other workers.

Model Appropriateness for Industry. This model is appropriate for industries that need reliable, capable employees, but do not have the resources to provide specialized training during the skill acquisition stage.

Industry Provisions:

- Production of goods and services;
- Materials, supplies, and equipment;
- Coworkers;
- Floor space;
- Pay administration (special U.S. Department of Labor subminimum wage certification, if needed);
- Workers' compensation;
- Insurance coverage and benefits, and
- Supervision.

Agency Provisions:

- Assistance in job seeking;
- Assistance during the job application and interview process;
- Support and counseling during the first few months of employment;
- On-the-job training;
- Assistance with job simplification, redesign of tasks, aides, adaptations, and prosthetics; and
- Assistance with special U.S. Department of Labor certifications and tax credits.

Special Considerations. All of the considerations listed for the Competitive Employment Model apply. In addition, agencies can assist industries in applying for subminimum wages. This enables industries to pay employees with special needs according to productivity levels. The U.S. Department of Labor approves applications for subminimum wage certification. Incentives, such as federal targeted job tax credits or on-the-job training funds may also be available.

Work Stations (Enclaves) in Industry (Supported Employment Model)

Work Stations in Industry Model

Individuals with special needs receive specific skill training on the job. This training occurs in a supervised group setting at the work site. Supervision and training are provided by an agency supervisor. Employees with special needs are employed by the agency, not the industry. The agency's contract bid includes wages for the supervisor and the workers. The agency is responsible for special sub-minimum wage certification, if necessary, insurance, and workers' compensation. The industry provides the work space and the equipment. This option is most often used for people with mental retardation and psychiatric disorders.

Model Appropriateness for Individuals with Special Needs. This model is particularly effective for individuals who are capable of meeting normal production standards, but whose behavioral and social-adjustment disorders prohibit them from maintaining employment without structure and supervision. Generally, these individuals are capable of earning regular wages in industry. The supervisor's salary can be paid by the agency or the industry.

This model is also effective for individuals who are reliable workers, but who produce at much slower rates than nondisabled workers. The work station can be set up as a satellite of the regular segregated, work activity center. Individuals should be paid commensurate with their productivity and in accordance with wage and hour laws.

Model Appropriateness for Industry. Work stations or enclaves are effective for industries that need a group of reliable and stable workers to perform specific tasks. The supervisor is responsible for production and quality. Enclaves are also effective in industries that need flexible or seasonal work crews.

Industry Provisions:

- Production of goods and services;
- Materials, supplies, and equipment;
- Some of the coworkers; and
- Floor space.

Agency Provisions:

- Pay administration;
- Meeting U.S. Department of Labor certification procedures;
- Workers' compensation;
- Insurance coverage and benefits;
- Supervision;
- On-the-job training;
- Job structuring and job simplification; and
- Aids, adaptations, and prosthetics.

Special Considerations. The agency is the employer of individuals with special needs, not the industry. The agency is responsible for meeting all employment laws, special certification procedures, and payroll administration. This model can be set up as a satellite program using the workshop activities certificate. The agency usually has a formal contract with the industry. Work and quality requirements are bid at a competitive rate. The industry pays the agency for the work provided. The agency is responsible for production quotas, quality control, supervision, training, and insurance coverage.

Mobile Work Crew (Supported Employment Model)

Mobile Work Crew Model

Individuals with special needs provide services to businesses and industries as mobile work crews. They are supervised, trained, and transported to work sites by agency personnel. They provide services to industries on a subcontract basis. Industries pay the agency, and the agency pays the workers. Workers can be employed on a special subminimum wage certificate. The work crews consist of individuals with and without special needs. The crew works at an actual work site, rather than at a sheltered segregated workshop. Equipment can be provided by the industry or the agency. A crew may work for many businesses. Mobile work crews provide janitorial, snow removal, housecleaning, lawn maintenance, house renovation, vehicle maintenance, and landscaping and horticultural services.

Model Appropriateness for Individuals with Special Needs. This model is effective for individuals served by work stations or enclaves in industry.

Model Appropriateness for Industry. Mobile work crews are effective for jobs that require a flexible labor force. Mobile work crews perform nonroutine work after regular working hours and during high-volume seasons. The crews can be any size.

Industry Provisions:

- Goods or services to be produced;
- Floor space; and
- Equipment (occasionally).

Agency Provisions:

- Supervision;
- Training;
- Pay administration;
- Transportation;
- Equipment (generally);
- Meeting U.S. Department of Labor certification procedures;
- Workers' compensation; and
- Insurance coverage and benefits.

Special Considerations. The agency is the employer, therefore, the agency is responsible for meeting all employment laws, special certification procedures, and payroll administration. This model can be set up as a satellite program using the workshop activities certificate. The agency usually has a formal contract with the industry. Work and quality requirements are bid at a competitive rate. The industry pays the agency, and the agency is responsible for production quotas, quality control, supervision, training, and insurance coverage. In some cases, the agency needs a marketing department and a billing department to organize the crews and to operate as a small business.

Mainstreamed Workshop (Compromise Alternative)

Mainstreamed Workshop Model

This model is a traditional workshop for persons with severe disabilities. It provides the opportunity to work alongside nondisabled or younger individuals. The workshop staff supervises all workers. The agency is responsible for all special certification procedures.

Model Appropriateness for Individuals with Special Needs. This model is appropriate for individuals with special needs of all types. It does not provide employment at an actual work site. It provides employment and exposes individuals with special needs to nondisabled and younger coworkers, industrial pressures, work adjustment, and training. The goal is to move individuals into actual jobs in businesses and industries.

Model Appropriateness for Industry. This model is effective for industries that are expanding production capacity but have limited space. The agency can provide the additional space. The business or industry often provides the industrial equipment, materials, and supplies.

Industry Provisions:

- Goods or services to be produced;
- Materials, supplies, and equipment; and
- Coworkers.

Agency Provisions:

- Floor space;
- Pay administration;
- Workers' compensation;
- Insurance coverage and benefits;
- Supervision; and
- On-the-job training.

Special Considerations. This model requires compliance with all U.S. Department of Labor wage and hour laws, subminimum wage provisions of the Fair Labor Standards Act, and all other employment laws. An orientation should be provided for nondisabled and younger individuals who are integrated into the workshop.

Traditional Workshop (Not Preferred)

Traditional Workshop Model

This model is a traditional, segregated, sheltered workshop. It usually serves people with severe disabilities. These programs include certifications as evaluation and training centers, work activities centers, and regular programs (see U.S. Department of Labor specifications). The agency is responsible for meeting all wage and hour laws and all other applicable regulations. This model provides training in a variety of areas, such as work skills, work adjustment, employee/supervisor roles, coworker relationships, production and quality requirements, job safety, and equipment operation. The goal is to move individuals to more independent settings.

Model Appropriateness for Individuals with Special Needs. This model serves individuals with all types and degrees of disabilities. It does not expose individuals to actual businesses and industries or to nondisabled peers.

Model Appropriateness for Industry. This model is effective for industries that want to subcontract to a separate facility. The industry provides the goods to be produced and specifies quality standards and production quotas. Goods are transported between the agency and the industry. Often, the industry provides the equipment.

Industry Provisions:

- Goods or services to be produced; and
- Materials, supplies, and equipment.

Agency Provisions:

- Floor space;
- Pay administration;
- Workers' compensation;
- Insurance coverage and benefits;
- Supervision;
- On-the-job training; and
- Equipment, materials, and supplies.

Special Considerations. This model requires compliance with all regulations of the U.S. Department of Labor concerning subminimum wage certificates. The agency must also comply with all other applicable labor laws, rules, and regulations.

Affirmative Industry (Job Creation)

Affirmative Industry Model

This model describes businesses that are established on behalf of individuals with special needs. These businesses compete to provide goods or services to the community. These may be segregated businesses that market products competitively or businesses that are located within the community and serve the public. This model has all of the risks, constraints, and opportunities of a small business. Employees with and without special needs work together.

Model Appropriateness for Individuals with Special Needs. This model is appropriate when it is necessary to create jobs for individuals with special needs. This model provides exposure to the real pressures of business and industry. The agency supervises and trains individuals and markets the businesses goods and services.

Model Appropriateness for Industry. This model is a business, therefore, it must be planned using sound business and financial principles and developed to provide goods and services that are needed in the community.

Industry and Agency Provisions. The agency provides everything--facility, materials, equipment, supplies, advertising, sales, personnel, utilities, and transportation.

Special Considerations. This model can be an exciting option in small communities and urban areas. Infinite possibilities exist based on the needs of the community and the expertise and resources of the agency. Management practices determine whether the business is profitable or not. Special considerations include marketing, sales, production, quality, financial, legal, and tax issues.

Simulated Work Facility (Never Recommended)

Simulated Work Facility

This model describes an agency that operates a training facility, but the agency does not utilize goods or services from regular businesses or industries. The training provides trainees with simulated work tasks. The trainees do not receive wages for their work. This model is not preferred because it does not provide exposure to real work environments or to real work for businesses and industries. Trainees are unable to learn in this kind of environment, and, generally the environment segregates employees from nondisabled individuals.

Model Appropriateness for Individuals with Special Needs. This model may be appropriate while teaching a particular job skill that will lead to employment eventually. It is also a suitable method for evaluating an individual's skills, abilities, and interests. simulated work should not be considered as a long-term arrangement for any individual, regardless of the severity of the individual's disabilities.

Model Appropriateness for Industry. The simulated work facility should be used to teach individuals with disabilities tasks that they will use eventually in industries. The training program should lead to a job in industry.

Industry Provisions. Industry provides training that simulates work.

Agency Provisions. The agency provides everything unless the simulation is performed for a particular business or industry. In this case, the business or industry provides the materials, supplies, and equipment.

Special Considerations. Generally, trainees are not paid for their work because it is not actual contract work, it is training for employment. These simulations should be used only for evaluations of individuals who are training for employment. Simulations should not be used for any individual, regardless of the nature of the disability, without a job goal in mind. For years, "make believe" work was used in segregated facilities. This work did not provide employment opportunities to improve marketable skills or integration with nondisabled individuals.

Comparison of Models

Possible Industry/ Rehabilitation Relationships

Figure 1 summarizes the types of vocational models and shows the possible relationships between an industry and a rehabilitation agency. In addition, Figure 2 shows how each model meets the needs of the industry, the agency, and the individual with special needs. That is, figure 2 shows how the model responds to the needs illustrated in figure 1.

FIGURE 1 – GUIDE TO POSSIBLE INDUSTRY–REHABILITATION RELATIONSHIPS

MODEL TYPE	1 Goods or services produced by	2 Coworkers from	3 Floor space provided by	4 Pay administered by	5 Supervised by	6 Skill training by
Competitive Employment	INDUSTRY	INDUSTRY	INDUSTRY	INDUSTRY	INDUSTRY	INDUSTRY
Supported Employment	INDUSTRY	INDUSTRY	INDUSTRY	INDUSTRY	INDUSTRY	AGENCY
Work Station in Industry (Enclave)	INDUSTRY	INDUSTRY	INDUSTRY	AGENCY	AGENCY	AGENCY
Mobile Work Crew	INDUSTRY	INDUSTRY	INDUSTRY	AGENCY	AGENCY	AGENCY
Mainstreamed Workshop	INDUSTRY	INDUSTRY	AGENCY	AGENCY	AGENCY	AGENCY
Traditional Workshop	INDUSTRY	AGENCY	AGENCY	AGNECY	AGENCY	AGENCY
Alternative Industry (Agency operated Business)	AGENCY	AGENCY	AGENCY	AGENCY	AGENCY	AGENCY
Simulated Work Facility	SIMULATED	AGENCY	AGENCY	AGENCY	AGENCY	AGENCY

FIGURE 2 – MODEL APPROPRIATENESS

MODEL TYPE	INDIVIDUAL'S NEED	INDUSTRY'S NEED	AGENCY'S NEED
Competitive Employment	Reliable, skilled individual with disabilities needs a job opportunity	Qualified individual to fill job opening	Job placement opportunities
Supported Employment	Reliable worker needs specific on-site skill training	Reliable worker with an agency staff to provide on-site training	Job site to provide training
Work Station in Industry (Enclave)	Individual with disabilities needs initial training and support	Group of reliable workers	Space to provide training
Mobile Work Crew	Individual with disabilities needs continued on-site support	Group of reliable workers	Space to provide training
Mainstreamed Workshop	Individual with disabilities needs exposure to nondisabled coworkers and industrial setting	Space, subcontractor	Integration, contract work, and diversification
Traditional Workshop	Vocational training and work adjustment	Subcontracting	Contract work and equipment
Alternative Industry (Agency operated Business)	Real work, wages and benefits	Not applicable	Market a product or service
Simulated Work Facility	Adult day care	None	Facility and staff

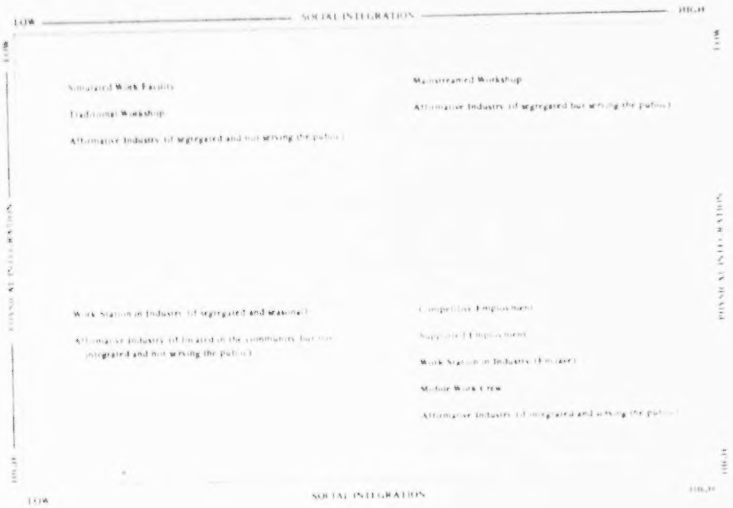
Figure 3 shows how each model's program design criteria could affect social integration, physical integration, specific marketable skills, and appropriate supervisory identity. A plus (+) indicates that the program meets the preferred criterion, a minus (-) indicates that the program cannot meet the preferred criterion, and a zero (0) indicates that the program could be modified to fit the criterion.

Figure 4 shows that each model is based on social and physical integration (Galloway and Hitzing, 1977).

FIGURE 3 – PROGRAM DESIGN CRITERIA

MODEL TYPE	1 SOCIAL INTEGRATION	2 PHYSICAL INTEGRATION	3 SPECIFIC MARKETABLE SKILLS	4 APPROPRIATE SUPERVISORY IDENTITY
Competitive Employment	•	•	•	•
Supported Employment	•	•	•	•
Work Station in Industry (Enclave)	•	•	•	0
Mobile Work Crew	•	•	•	0
Mainstreamed Workshop	•	–	0	0
Traditional Workshop	–	–	0	0
Affirmative Industry (Agency-operated Business)	0	0	0	0
Simulated Work Facility	–	–	–	–

FIGURE 4 – SOCIAL AND PHYSICAL INTEGRATION MATRIX


LOW
SOCIAL INTEGRATION
HIGH
LOW
PHYSICAL INTEGRATION
HIGH
LOW
PHYSICAL INTEGRATION
HIGH
Simulated Work Facility
Traditional Workshop
Affirmative Industry (if segregated and not serving the public)
Mainstreamed Workshop
Affirmative Industry (if segregated but serving the public)
Work Station in Industry (if segregated and seasonal)
Affirmative Industry (if located in the community but not integrated and not serving the public)
Competitive Employment
Supported Employment
Work Station in Industry (Enclave)
Mobile Work Crew
Affirmative Industry (if integrated and serving the public)
LOW
SOCIAL INTEGRATION
HIGH

Cost-effectiveness of Models

Figure 5 shows how the costs of operating programs and the levels of public subsidy decrease as industry becomes more involved in the partnership. The public cost of maintaining competitive and supported employment models is minimal. The work station in industry and the mobile work crew models add operational costs into their contractual agreements with industries, but they do not have overhead costs for facilities. Agencies pay the overhead costs for mainstreamed workshops and traditional workshops.

Affirmative industries are entirely dependent upon the economic feasibility of the business. Simulated work facilities do not receive income from private enterprises.

FIGURE 5 – COST EFFECTIVENESS OF MODELS

MODEL TYPE	COST OF PROGRAM OPERATION	LEVEL OF PUBLIC SUBSIDY
Competitive Employment	LOWEST ↑	LOWEST ↑
Supported Employment	│	│
Work Station in Industry (Enclave)	│	│
Mobile Work Crew	│	│
Mainstreamed Workshop	│	│
Traditional Workshop	│	│
Affirmative Industry (Agency-operated Business)	UNKNOWN	UNKNOWN
Simulated Work Facility	↓ HIGHEST	↓ HIGHEST

Models Designed Specifically for Older Workers

Several models have been especially designed to bring older workers back into the work force or to allow them to continue working past retirement age. Of these models, some relate directly to those just described. They are mentioned here, however, because they represent creative efforts to foster employment opportunities for older workers.

Part-time Work

Many older workers prefer to work part-time on a short-term or long-term basis. Several alternatives can meet industry's need for short-term or time-limited workers.

Options Include:

Part-time Options

- **Retiree job banks or temporary work pools**--These have been established by industry to locate and match individuals seeking jobs with the jobs available.

- **Permanent part-time jobs**--In some instances, companies need part-time or temporary workers. Many older workers can meet this need.

- **Mini shifts**--This is simply an alteration in the length of a shift. Usually, it means 4-hour shifts instead of 8-hour shifts.

- **Rehiring for special projects**--In some cases, older workers, particularly those with special skills, may be hired to perform specific work on a short-term or long-term basis.

Job Redesign

Creatively Adapting Job or Time

In some cases, businesses and industries have discovered that they can continue to use the experience of older workers by creatively adapting the job or the time. This has been accomplished in two ways:

- **Job sharing**--In this design, two workers share a job. They perform specific tasks and work together to get the job done. They may decide that each will work 4 hours of an 8-hour day, or they may work at the same time.

- **Flexi-time and flexiphase scheduling**--In this option, time scheduling meets the needs of the older worker or certain tasks may be performed at home.

Retraining

It may be necessary for workers to upgrade their skills. This can be accomplished through a company retraining program. Retraining solves the problem of finding steady, committed workers for new jobs because the employees have already proven themselves. This option should be considered carefully when new technology creates new jobs and eliminates others.

Transition to Retirement

Optional Retirement Plans

To best use the skills of employees approaching retirement age, some businesses have started optional retirement plans. The employee may plan a phased retirement, working 4 days a week for 1 year, then 3 days a week for a year until retirement is total. Pay is adjusted accordingly. Another option is for employees to take a rehearsal retirement for 3-6 months. Pay is adjusted, but the employee can purchase medical benefits.

Job/Worker Interface

An Age-Neutral Appraisal

This approach creates a better match between worker and job. It includes:

- **Job/worker appraisal**--The industry provides an age-neutral appraisal of a worker's performance. Once the appraisal is complete, the worker can be evaluated. An appraisal might be made for an older worker who is performing a job that requires a great amount of physical strength.

- **Job placement**--This is an attempt to identify and generate job opportunities for older workers commensurate with the individual's skills, interests, and aptitudes. For example, job placement might be used when an older worker who has performed satisfactorily for years requires another job because of decreased strength.

Full-time Employment

Older Workers Help Reduce Turnover

In some cases, business and industry have made a commitment to hire older workers in an effort to reduce turnover, create a positive public image, or help stabilize a young work force. Generally, the workers are hired in lower paying entry-level positions.

Sometimes, companies encourage persons who have reached retirement age to stay on the job. This generally occurs when a worker possesses a special skill. Examples of companies that are using one or more of these models are included in *Business Practices and Resources.*

Public and Private Sectors Can Help Each Other

The career development process requires a partnership between industries and rehabilitation agencies. In this section, we examine the ways in which businesses and rehabilitation agencies can help each other.

How Industries Can Help Public Service Agencies

There are many ways in which business and industry can help human service agencies. For example, they can develop one or more of the models described previously, including:

- Competitive employment,
- Supported employment,
- Work stations in industry (enclaves on the premises),
- Mobile work crews.

Subcontract

Agency Helps Employers Expand Production and Solve Problems

Work contracted by an industry to a rehabilitation workshop and performed at the workshop is subcontract work. Workshops throughout the country provide manufacturing, packaging and assembly, woodworking, and other services to employers on a subcontract basis. These services are performed in the agency's facility. The agency bids for the contract work, and is responsible for meeting production quotas and quality requirements. The agency can help the employer expand production and solve problems. It transports materials from the workshop to the business and bills the industry for any work performed. The agency pays individuals on a piece rate.

Provide Equipment

Employers can assist rehabilitation agencies by providing equipment for trainees. This reduces expenses and enhances the agency's ability to obtain more complex contracts. The company should also provide routine equipment maintenance.

Provide a Building

If a company wants to increase its production by subcontracting employees of the rehabilitation agency, it may also provide a work site. This provides a tremendous financial asset to the rehabilitation agency.

Provide Younger or Nondisabled Coworkers

Reversed Mainstreaming

If subcontractors hire rehabilitation agencies for high-volume or ongoing projects, they may want to provide some younger or nondisabled workers to perform some of the work at the workshop. This reversed mainstreaming integrates individuals with special needs with younger or nondisabled peers. It also increases the variety of tasks the agency can perform.

Provide Worker Advocates or Mentors

Advocates or Mentors Help Eliminate Fear and Isolation

One arrangement that can be very beneficial is to hire younger or nondisabled individuals as mentors or advocates to work with individuals with special needs. These advocates or mentors help individuals with special needs adjust socially and emotionally to the work environment, adapt to new situations, and answer questions. Many individuals with special needs are very lonely, and coworkers can help them overcome their feelings of fear and isolation.

Provide Evaluation Sites for Trainees

Workshop Environment Not the Same as Actual Work Environments

Industries can provide evaluation sites on their premises. In this situation, the agency agrees to keep the job sites filled. If the rehabilitation agency has evaluation sites at various companies, individuals with special needs can be exposed to a variety of tasks, environments, and equipment. This helps individuals decide what kind of work they enjoy.

Rehabilitation agencies have difficulty determining the interests, talents, abilities, and aptitudes of clients. The workshop environment does not simulate actual work environments. It does not expose employees to a variety of jobs. Therefore, by contracting evaluation sites, the agency can expose clients to a variety of jobs. This arrangement does not require a long-term commitment on the part of the employee or the employer. It is also a way to determine the areas in which the individual might have difficulty adjusting.

Provide Labor Analysis

Company Information Could Be Included

Industries can also assist public service agencies by providing information on current and projected labor needs. Businesses and industries can provide tours or presentations for public service professionals. Information about the company, such as the type of work, the number and kinds of jobs, size, and organizational structure could be included. Major problems with the work force, such as safety, production, quality, and turnover, and information about the types of machinery and equipment that are used can also be included.

This information helps public service professionals design effective curricula, provide training and supervision based on the expectations of employers, and identify areas where individuals with special needs will be able to find jobs. This program can also help industry representatives learn about rehabilitation training for individuals with special needs. This step should be the beginning of a long-term partnership between the public service agency and the industry.

Provide Industry-Habilitation Apprenticeship Programs

Formal or Informal Apprenticeship by Rehabilitation Trainers

To design effective vocational training programs, rehabilitation professionals must examine actual job sites and learn about employer's expectations. Rehabilitation trainers can serve a formal or informal apprenticeship with the company. The rehabilitation professional can see industry's point of view and, at the same time, experience the pressures of the job.

Provide Training Programs

In addition to providing internships or apprenticeships, companies can help rehabilitation professionals provide training programs. These programs could include topics such as work process, work flow, job safety, personnel policies, marketing and sales, quality control, time and motion studies, equipment operation, supervision and management, stress management, and time management. These training programs could be provided to the agency, or agency personnel could be included in the industry's programs.

Provide Space for Meetings and Conferences

Excellent Facilities May Be Available

Industries can help rehabilitation agencies by providing facilities for meetings and conferences. Many businesses have excellent facilities; sometimes businesses will provide the room at no cost and supply audio-visual equipment, refreshments, and a meeting facilitator. This creates an opportunity for personnel from rehabilitation agencies to become familiar with representatives of businesses and industries. Part of building a partnership is frequent contact.

Provide Publicity or Promotional Services

Advertising Departments Can Help

Businesses and industries can also assist rehabilitation agencies by promoting the agency to other employers. Advertising departments could help rehabilitation agencies develop brochures, promotional literature, and media presentations. Industry personnel might also participate in speakers' bureaus to promote the rehabilitation agency.

Provide Feedback on Job-seeking Skills

Individuals with special needs require training in job-seeking skills, particularly in applying and interviewing for jobs. Industries can provide feedback to the agencies and the individuals to improve applicant's job-seeking skills.

Develop Resumes

Personnel specialists in industries can help individuals with special needs develop resumes that are geared to specific types of jobs.

Develop Partnerships

Communication between employers in businesses and industries and rehabilitation personnel is important in developing a successful partnership.

Brainstorm

Brainstorming Can Be Productive

Free-flowing idea sessions that involve a variety of specialists can produce innovative ideas. Because of the diversity of the group members, brainstorming often produces creative solutions or alternatives to problems.

Diverse Groups Produce Many Ideas

Brainstorming works best in a relaxed atmosphere. Participants should have enough information to understand the operations of the agency and the problems to be addressed. The purpose of the session is to get as many ideas as possible. Therefore, every idea should be written on a flip chart or a blackboard. A good facilitator encourages many ideas from a group in a small amount of time. The more diverse the group, the more ideas produced. The merits or feasibility of each idea can be determined later. Ideas should not be criticized or examined in detail.

Design Curricula

Industry Should Be Involved in Curricula Design

Industry's involvement in designing training curricula is invaluable to rehabilitation agencies. It is important to know what and how to teach. Industry personnel can help rehabilitation professionals answer some of the following questions.

- What are the requirements of the job?
- How are the tasks organized?
- What is the work environment?
- What is the level and intensity of supervision?

- How much training is provided on the job?
- What kind of equipment is operated?
- What are the safety requirements?
- What are the production requirements?
- What are the quality standards?
- What are the critical safety issues?
- How is an individual selected?
- How do individuals dress for work?
- How many individuals work together?
- What are the social expectations of the employees?
- What causes an individual to fail?
- What causes an individual to succeed?

Answers Show Relevancy of Training Program

The answers to these questions may determine whether a training program is relevant to the needs of businesses and industries. Individuals should work in the areas they know best to design good curricula.

Evaluate Programs

Data Must Be Evaluated

Employers can play an active role in evaluating the success of rehabilitation training programs. For an evaluation to improve the program, data must be collected precisely and discussed honestly with employers. A program evaluation should answer the following questions.

- Can the trainee perform the job?
- Can the individual cope with the job environment?
- Can the individual perform at the expected production rate?
- Can the individual perform at the expected standards of quality?
- Can the individual maintain attendance and promptness?
- Can the individual perform the job safely?
- Does the individual's behavior fit the work environment?
- Is the individual suitably groomed?
- Can the individual perform the job with the supervision provided?
- Can the individual interact appropriately with customers and coworkers?

- Does the individual have the skills required to obtain the job?
- Are the training methods successful in teaching these skills?
- Is the equipment current or obsolete?
- Are trainees from the rehabilitation agency being hired?
- Do the trainees stay on the job?
- Why do trainees lose their jobs?
- Are employers satisfied with the trainees' training?
- Why are employers dissatisfied with the trainees' training?
- What supports can be built into the program to eliminate problems for the employer while supporting the worker?

How Public Service Agencies Can Help Industries

Reciprocal Relationship Required

The industry-rehabilitation agency relationship is reciprocal. Whenever rehabilitation agencies help industries, they enhance the relationship and strengthen the commitment to individuals with special needs.

Refer Qualified Individuals

The most obvious way in which rehabilitation agencies support industries is by referring qualified individuals with special needs to companies. Rehabilitation personnel can assist individuals with special needs by taking them to the employment site, preparing resumes, providing assistance, and filling out applications. A careful job match is very important to the success of the individual. Only qualified and interested individuals should be referred for competitive employment.

Provide Follow-along Services

Services, Skills, and Supervision Provided

Agency personnel can monitor individuals during the initial stages of employment and intervene on their behalf if problems develop.

Provide On-the-Job Training

The agency can provide a rehabilitation professional at the work site to train new workers. This training can be maintained until the individual learns the skills of the job, maintains an acceptable rate of production, and meets quality and safety requirements. Training support can be phased out eventually.

Provide On-site Supervision

The agency can provide on-site supervision for individuals with special needs. Supervision can be provided for a group or an individual.

Meet Production Quotas

Agencies Help Companies by Providing Services

Through contractual arrangements, such as evaluation sites, conditional employment, or work stations in industry, rehabilitation agencies can assist companies by providing goods or services. Agencies guarantee the quality and timeliness of services, thus, relieving industry of the pressures that accompany busy seasons and unusually large orders.

Provide Floor Space

Rehabilitation agencies can perform contract work at their facilities to help expanding industries. This work can be performed solely by employees with special needs or jointly with younger or nondisabled employees from the company.

Provide Task Analysis

When properly trained, the rehabilitation staff can analyze job functions and the sequences in which they need to be performed. This task analysis can benefit the company, the agency, and the employee with special needs. The rehabilitation agency should make an effort to perform these analyses.

Provide Job Structuring

Organize Sequence and Simplify Tasks

Once the tasks are analyzed, the agency can help structure jobs to maximize the efficiency of the work force. This could mean restructuring tasks so that individuals who are mentally retarded would not perform jobs requiring cognitive abilities, and individuals with physical needs would not transport materials or lift heavy items. Job analysis also involves simplifying jobs and organizing tasks to reduce the probability of errors. By dividing jobs into routine tasks and consistent units, individuals with special needs can perform highly complex tasks.

Provide Environmental Adaptations

The agency may also assist the employer by providing environmental adaptations that enable individuals with special needs to perform jobs. Often these modifications improve the efficiency of the total work force. Some adaptations may be very inexpensive, and may reduce expenses for the industry and the agency. Most importantly, ideas for modification should be considered in terms of their permanent effectiveness. Many adaptation devices are simple to design and inexpensive to purchase or produce. Individuals should be allowed to use them if they move to another company or another position.

Rehabilitation Professionals Lend Expertise

Rehabilitation professionals can either help employers locate adaptive devices, or they can work with employers to create them. Wooden jigs, holding devices, and switches and knobs on machinery are uncomplicated devices that have been effective in compensating for special needs. Also, widening doors, removing floorboards, adding light signals, and equipping machines with counting devices are all inexpensive ways to adapt the environment. Rehabilitation staff should know where aids and devices can be obtained.

Adapt Training Programs

Rehabilitation professionals can help employers modify training programs to instruct individuals with special needs.

This may include hiring specialists to develop training programs for individuals who have difficulty learning because they cannot see, hear, speak, read, or understand complex instructions. Learning difficulties may also result from limited physical mobility.

Provide Sensitivity Training to Employers and Employees

Rehabilitation professionals can provide informative presentations and training programs to the community organizations about individuals with special needs. This sensitivity training helps companies lower their employees resistance to individuals with special needs. It can also reduce coworkers' and supervisors' fears. Coworkers and supervisors can make the partnership successful by providing informal feedback if difficulties occur.

Interpret Laws

Be Aware of Legislation and Mandatory Requirements

Rehabilitation professionals should be able to explain specific requirements of laws and regulations to employers. The most important of these is the Vocational Rehabilitation Act of 1973, Sections 502, 503, and 504 as amended. Other important legislation includes the Job Training and Partnership Act, wage and hour laws, state laws, local ordinances, and regulations concerning insurance and workers' compensation.

Offer Incentives

Rehabilitation agencies should inform employers about tax credit programs and other compensation programs for which they may be eligible. The agency can help the business file for tax credits. Some states provide additional incentives to employers who hire individuals with special needs.

Provide Information on Resources

Resource Information Should Be Readily Available

The rehabilitation agency must be able to refer employees to special programs that operate on behalf of individuals with special needs, such as the AFL-CIO, the National Restaurant Association, and the Federal Projects with Industry.

Provide Special Certification

The rehabilitation professional can help the employer apply for a Special Worker in Commercial Industry Certificate through the Wage and Hour Division of the U.S. Department of Labor. These certificates entitle individuals with special needs to subminimum wages if their productivity is less than that of nondisabled employees.

Administer the Payroll

If the industry provides an evaluation site, hires a mobile work crew, starts a work station, or provides conditional employment, the agency can keep records of the individual's productivity and pay. In these cases, the industry pays the agency and the agency pays the client. Technically, the client is employed by the agency, not the industry, and the agency is responsible for pay administration.

Use Public Relations

Community Should Be Informed of Industry's Involvement

Rehabilitation agencies should inform the community of industries' attempts to employ individuals with special needs. This may encourage other industries to participate and allow individuals with special needs to become productive members of the community.

Inform Employers of Affirmative Action Requirements

Effective affirmative action programs meet local, state, and federal requirements and qualify industries for federal contracts. Rehabilitation agency personnel can help businesses by sharing their expertise in this area.

The Winning Partnership

Needs Should Be Met Without Compromising Goals

Rehabilitation agencies should provide supports and resources to industries and respond to industries' needs. Successful partnerships result if the needs of both organizations are met. This approach enables businesses to make a profit, individuals with special needs to obtain jobs, and taxpayers to save money. Industries need stable, reliable and capable workers. Work must be performed correctly and promptly. Materials, facilities, and equipment must not be damaged. The agency needs working space, training equipment, materials, supplies, and money to pay for staff support. Industries and agencies must be able to fulfill the other's needs without compromising goals. Effective partnerships result in employment for more people with special needs.

Chapter 5

Planning for Results

Lois Rood

The ultimate goal of this training kit is to encourage the establishment of long-term partnerships between employers and employment agencies serving persons with special needs.

Through careful and creative planning, employers benefit by obtaining long-term, loyal, and reliable employees. Individuals with special needs benefit by obtaining and maintaining jobs which improve their economic self-sufficiency and overall quality of life. Society benefits because tax dollars are saved. This is accomplished by reducing both unemployment and the need for expensive segregated programs.

Employment Requires Commitment from All Parties

Employing persons with severe physical, mental, and emotional impairments requires a commitment approach rather than the traditional job readiness approach. The marketing representative of a human service agency and the employer work cooperatively to meet the unique needs of the employer and the employee with special needs.

Effective partnerships require this commitment. The employer and the human service agency must demonstrate competence, creativity, and flexibility. They must work together to create win-win solutions and eliminate employment barriers. These barriers are alleviated by the human service agencies which provide support services, including flexibility in work schedules, restructuring of jobs, environmental adaptations, and on-the-job training and supervision. By providing these support services, individuals with special needs can be employed successfully and employers' production and quality standards can be met.

A Problem-solving Approach

- What are the employer's needs?
- What are the individual's special needs?
- What supports need to be provided?
- Agree to a plan of action.
- Implement the plan.
- Evaluate the plan.

The above sequence can help employers and employment agencies plan together. This is a problem-solving model to create win-win solutions.

What Are the Employer's Needs?

The first phase of the problem-solving model will determine the needs of the employer. The following questions can be used as a guide to determine the unique needs of a specific business or industry.

Each Business Has Unique Needs

- What jobs need to be filled?
- What kind of production standards must be met?
- What quality standards must be met?
- What safety precautions must be followed?
- Under what special conditions is the job performed?
- Are other people involved (coworkers, supervisors, customers)?
- What problems have occurred most frequently in the past?
- What kind of training is necessary for this job?
- What kind of pay and benefits did the workers receive?
- What hours did people work?
- How was the work environment arranged, and what kind of equipment needs to be used?

What Are the Individual's Needs?

Identify Candidate's Needs

In the next planning phase, the job candidate's specific needs must be identified. Some important questions to ask include:

- What parts of the job can the person perform?

- Are there specific tasks that cannot be carried out by the person?
- Why is the person unable to carry out a specific task?
- How could this barrier be removed?
- Can the environment be altered?
- Can the task be restructured, simplified, or reorganized?
- Can equipment be adapted in some way?
- Would changes in training help the individual learn the job?
- Does the individual require additional supervision?
- Is the person's job performance rate slower than the nondisabled worker?
- Does the person have difficulty meeting quality requirements?

Determine the Supports Needed

The third phase of planning eliminates barriers between job requirements and the individual's capabilities. Here are some helpful questions:

Barriers to Employment Can Be Eliminated

- What would eliminate the barriers to employment?
- Can the environment be adapted?
- How can the machinery or equipment be altered?
- How can the task be restructured or simplified?
- How can job instructions and requirements be communicated to the employee?
- What is the best training approach to use with this individual?
- How much supervision will be required to obtain the desired results?
- How does this person interact with others? Should any changes be made? What changes?
- If the individual's production rate is lower than other workers, should a subminimum wage certificate be sought?

Develop an Agreement

After identifying the employer's needs and the individual's supports, write an agreement. This agreement can be

Employer and Agency Services Identified

established on a probationary basis and be renegotiated regularly. The agreement identifies the services provided by the employer and the agency. Below is a list of possible commitments each party can make. The agreement not only identifies employer/employee roles, it clarifies questionable issues. This helps prevent future disagreements.

Possible commitments by the employer:

- Work to be performed
- Production standards
- Quality control standards
- Method of compensation for work
- Equipment, materials, and supplies
- Floor space
- Specific training
- Supervision

Possible commitments by the employing agency:

- Workers to perform the work
- Guarantee production quotas will be met
- Guarantee quality control standards
- Bill procedure or subminimum wage certification process
- Aids, adaptations, or prosthetics
- Consultations for environmental and equipment adaptations
- Additional training and supervision
- Task analysis and task structuring

This agreement should meet the unique needs of the employer, the individuals, and the human service agency. The agency should make a commitment to provide only services that it can deliver in an efficient, competent, and timely manner.

Barriers to Successful Employment Removed

The agreement is the result of mutual problem solving between the employer and the agency. The agency, on behalf of those with special needs, has removed barriers to successful employment. This agreement reflects the employer's needs. Models which have been used as guides to employing persons with severe physical, mental, and emotional limitations are supported individual employment, enclaves in industry (group employment sites), and mobile work crews. Some of the models that have been used successfully with older workers are part-time work, job redesign, retraining, and job/worker interface. Industries that have successfully used these models are listed in *Business Practices and Resources*.

Implement the Plan

Communication and Problem Solving Important

The next phase of the process is implementation. Adequate time should be allowed to ensure that proper supports are provided. A probationary time period can be established in the agreement. At the end of this time, the agency and the employer can evaluate progress and identify problems to be resolved. Then, the contract can be implemented, providing the agreed-upon services. Formal and informal communication and problem solving is important during all stages.

Evaluate the Plan

Both the agency and the employer must be involved in evaluating the plan. Evaluation is based on the original needs of the employer and the employee, as identified in previous phases. Some possible questions for an evaluation may include:

Needs of Employer and Employee Considered

- Are production requirements being met? (better or worse than before?)
- Are quality control requirements being met? (better or worse than before?)
- Are safety procedures being followed? (better or worse than before?)
- Has there been any damage to facilities, equipment, or materials? (better or worse than before?)
- How has the program affected costs? (Have sick leave, absenteeism, and turnover costs been increased or reduced? How do the additional costs of accommodations compare with the costs saved?)
- Have commitments been met by the employer? By the agency? If not, why not?
- What problems still exist? How might they be resolved?

Summary

This completes the planning cycle. Through this approach, public agencies and private employers become partners. This partnership will mutually benefit the employer, the agency, the employee, and the taxpayer. The training and employment process is effective because it is designed and evaluated by industry representatives. It is effective for the individual because the training takes place at the actual work site with real work expectations. Each party involved has a chance to do what it does best while making the best possible use of limited public resources.

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